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ABSTRACT

This final report of a research project to design and develop a master plan for vocational education in Missouri's correctional institutions is divided into five sections. Section 1 contains a rationale for the project and a summary of the literature regarding the role of vocational education in American penal institutions. A number of problem areas are identified. Section 2 provides a look at the Missouri prison system--its organization, the nature of its inmate population, and an overview of its vocational education program. The section also details the operations of the project. Section 3 discusses in depth the needs for vocational education in the correctional systems. A combination of interviews with prison officials, surveys conducted among prisoners, and citations in the literature are used to outline considerations which must be given to the needs of inmates, the institutions, and society in designing a vocational education system. Section 4 examines the current functioning of the Missouri prison system with regard to vocational education. In section 5 a series of fifty-one recommendations are made covering all aspects of vocational education in Missouri's correctional institutions, most of which could be adapted for use in other states' correctional systems.
(Author/YLB)

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BREAKING OUT:

IMPROVING VOCATIONAL EDUCATION

IN CORRECTIONAL INSTITUTIONS

FINAL REPORT

By

Jim W. Atteberry

Allen B. Tacker

A Project to Design and Develop a Comprehensive
Master Plan for Vocational Education in the
Correctional Institutions of Missouri

GRANT NUMBER OEG 007604703

RESEARCH PROJECT IN VOCATIONAL EDUCATION
CONDUCTED UNDER
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DEPARTMENT OF PRACTICAL ARTS
AND VOCATIONAL-TECHNICAL EDUCATION
UNIVERSITY OF MISSOURI-COLUMBIA

DECEMBER, 1978

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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PREFACE

This is the final report of a research project entitled "A Project to Design and Develop a Comprehensive Master Plan for Vocational Education in the Correctional Institutions of Missouri," funded under a grant by the U.S. Office of Education, Department of Health, Education and Welfare.

The report is divided into five sections. Section I contains a rationale for the project and a summary of the literature regarding the role of vocational education in American penal institutions. A number of problem areas are identified.

Section II provides a look at the Missouri prison system--its organization, the nature of its inmate population, and an overview of its vocational education program. The section also details the operations of the project.

Section III discusses in depth the needs for vocational education in the correctional systems. A combination of interviews with prison system officials, surveys conducted among prisoners, and citations in the literature are used to outline considerations which must be given to the needs of inmates, the institutions, and society in designing a vocational education system.

Section IV examines the current functioning of the Missouri prison system with regard to vocational education.

Finally, in Section V, a series of 51 recommendations are made covering all aspects of vocational education in Missouri's correctional institutions. While some recommendations apply specifically to the Missouri system, so many of the problems in this area are shared among most or all states that many of the conclusions and recommendations could, with minor adaptations, be used in other states' correctional systems.

The project was conducted through the offices of the research unit of the Department of Practical Arts and Vocational Technical Education at the University of Missouri-Columbia. The investigators wish to acknowledge the assistance and cooperation provided by several individuals and groups in helping to make the project possible.

The active involvement of the Division of Corrections was essential to the project. In addition to the help of Division Director Edward Haynes, full support was provided by the wardens and educators of each institution, and by central support staff of the system. Particular thanks are due to David Miller, Director of Planning, and Ron Egger, system analysis, who spent many hours with the research team providing data and helping to set up interviews with inmates, and to Lawrence Aber, Coordinator of Vocational Education, whose active interest in the project made it possible. Appreciation is also extended to the vocational teachers, and to the hundreds of inmates who gave up free time to answer our questionnaires.

A direction of the Master Planning Committee was essential. This task force of educators, prison personnel, manpower experts, state legislators, and interested laymen helped to guide the research effort and set the criteria which led to many of the recommendations.

In addition to the principal investigators, several persons at the University of Missouri had major input into this project. Dr. James Pershing guided the project through its developmental stages and through much of its operational work before leaving to take a position at the University of Indiana. Mr. Martin Salamack and Mr. Tom Miller were responsible for developing instruments and conducting interviews with inmates. And, finally, thanks is due Ms. Lisa Kurtz for typing the many drafts of this report, and to Ms. Kate Sisson for her valuable editorial contributions to the final manuscript.

NOTE: In the interest of clarity and brevity the male gender has been used in referring to inmates. Unless otherwise stated, any reference to males should be interpreted as equally applicable to females. In most cases, however, the male gender is most appropriate, inasmuch as more than 95 percent of the inmate population is male.

TABLE OF CONTENTS

		Page
	PREFACE	i
I.	INTRODUCTION	1
	Prisons: A Brief History	3
	Vocational Education in Corrections	6
	Problem Identification and Elaboration	9
II.	THE MISSOURI CORRECTIONAL SYSTEM	18
	Overview of Missouri's Correctional System	18
	Demographic Features of Missouri's Inmate Population	19
	Organization of the Project	25
III.	VOCATIONAL NEEDS OF PRISONERS AND PAROLEES	30
	Introduction	30
	Societal Needs	32
	Institutional Needs	34
	Inmate Needs	37
	Special Needs of Female Offenders	46
	Missouri Inmate Needs Assessment Questionnaire.	48
	Needs of Parolees	54
IV.	A DETAILED LOOK AT THE PRESENT VOCATIONAL EDUCATION SYSTEM IN THE MISSOURI DEPARTMENT OF CORRECTIONS	56
	1. Institutional and Philosophical Factors	57
	2. Program Planning	59
	3. Funding and Program Size	65
	4. Inmate Selection and Incentive	66

Page

5. Linkage to Community Programs and Services . 73

6. Teaching 75

7. Equipment and Physical Facilities 80

8. Counseling Services 82

9. Placement Services 84

10. Evaluation and Follow-up 86

11. Research 89

12. Conclusions 90

V. A MASTER PLAN FOR PROVIDING VOCATIONAL EDUCATION IN MISSOURI PRISONS 94

Introduction 94

Structure of the Vocational Education System . . 97

Philosophical Aspects 100

Program Planning, Evaluation and Administration. 102

Linkage with Prison Industries 105

Instruction and Support Services 107

Articulation 114

Budgetary Considerations 117

Systems Planning 120

APPENDIX 1: Members of the Master Planning Committee 127

APPENDIX 2: Needs Assessment Survey 128

APPENDIX 3: Trainees' Perceptions of the Program . . 136

APPENDIX 4: Equipment and Facilities 149

BIBLIOGRAPHY 162

TABLES

Page

TABLE 1: Major Studies on Vocational Education in Corrections 11

TABLE 2: Problem Areas Addressed by Major Studies . . 12

TABLE 3: Division of Corrections Vocational Offerings 60

TABLE 4: Occupational Openings and Vocational Offerings 64

FIGURES

FIGURE 1: Profile on Missouri Inmate Population . . . 20

I. INTRODUCTION

Prison. The very word suggests failure and frustration. For society, the frustration of knowing that it has been unable to impose its values, or to provide the opportunity for an "honest living" to all its citizens; for the prison warden the frustration of trying to control a violence-prone population under violence-inducing conditions of overcrowding and lack of privacy; for the prison rehabilitation worker or educator, the frustration of working with men low in self-confidence, self-concept and social skills; and for the prisoner, the frustration, not only of losing his freedom but also of knowing that he is part of the one percent of criminals who are actually caught, tried, convicted, sentenced and incarcerated.

For elected and appointed government officials, prison administrators and other policy makers, the frustration is compounded by a lack of consensus regarding the purpose of prisons and what constitutes proper treatment of prisoners, and by a lack of knowledge regarding the causes of crime and the methods that can be used to reduce the crime rate and enhance the rehabilitation of convicted criminals.

For educators working in the corrections system, the task is further complicated by disagreement over what constitutes effective education--as the multiplicity of theories regarding learning processes and proper teaching methodologies will attest. Indeed, declining skill levels reported among public school children--despite increasing expenditures and expertise in education--make it difficult for educators to be definitive about what is necessary to make any schooling more effective.

For vocational educators, who bear the same burdens as other educators in addition to being held accountable for linking their graduates with an uncertain and ever-changing job market, the task is still more difficult.

Thus, we come to the plight of the vocational educator in corrections. As an educator, he isn't really sure how people learn. As a vocational educator, he must aim his efforts at providing training that will lead to a job--a task that is not always easy to do in a "normal" setting. In working with prisoners he is often dealing with people who have failed in their previous educational environments and are likely hostile toward education. In training prisoners for employment, he is confronted with the stigma of the "ex-con" that will face his students following their graduation. And, finally, he is working in a system that isn't really sure whether it should be punishing inmates or helping them to escape a life of crime.

Unfortunately, there are no easy answers to the problems of vocational education in corrections. In this report an attempt is made to pinpoint some of the problems--both in the country as a whole and in the corrections system in Missouri. Several possible solutions are offered along with a series of recommendations that should lead to the more effective use of the limited resources available for vocational education in Missouri prisons.

Prisons: A Brief History

The prison system today is beset by a welter of confusing and conflicting philosophies. Menninger[1] emphasizes that vengeance is the basis of the philosophy underlying the treatment of most criminals. This philosophy, popularized as "an eye for an eye, a tooth for a tooth," has served as a dominant model of justice through most of Western Civilization. A corollary to this philosophy is one of deterrence--the belief that would-be criminals, upon seeing punishment inflicted on others, will be deterred from committing crimes.

Despite evidence questioniong the deterrence value of punishment, some aspects of this philosophy have persisted. Lynching of blacks in the South--an extralegal act which

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[1]Karl Menninger, The Crime of Punishment (New York: The Viking Press, 1966).

was nonetheless widely tolerated--is one example. Another is seen in this quote from Chief Justice William Howard Taft in 1928:

> "The chief purpose of the prosecution of crime is to punish the criminal and to deter others tempted to do the same thing from doing it because of the penal consequences... It is a mistake of huge proportion to lead criminals by pampering them, and by relaxing discipline of them and the harshness of prison life, to think that they are wards of the state for their comfort, entertainment, and support."[2]

Words to this effect are still widely heard in state legislatures and in prisons today.

A more recent trend in prison philosophy has been the idea of rehabilitation. The growth of psychology, psychiatry, sociology, and other behavioral sciences has made people sensitive to the internal and external forces that cause criminal behavior. Belief that scientific techniques can be used to treat the criminal and to return him to society as a behaving and useful member underlie attempts at rehabilitation.

Joan Simon Jones[3] breaks this philosophy into two more distinct approaches. Treatment deals mainly with recognizing the prisoner's psychological needs, and

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[2]William Howard Taft, The Drift of Civilization (New York: Simon and Schuster, 1929) quoted in Menninger (ibid), pp. 194-195.

[3]Joan Simon Jones, "Vocational Education in Corrections: An Interpretation of Current Problems and Issues" (Columbus: The Center for Vocational Education, 1977), pp. 6-7.

dealing with them directly within the environment of the prison. Reintegration, on the other hand, recognizes that in order for a program of rehabilitation to be successful, linkages must be made between the prison and the community. Manifestations of a reintegrative philosophy are halfway houses, work-release programs, the increased use of probation and parole, and vocational education and related efforts at job placement for former convicts.

The prison today is a combination of all these philosophical trends and of practicality caused by overcrowding. Such a hodgepodge is largely responsible for the state of disarray in which one finds vocational programs in prisons today. Work in the prison setting first came about as an aspect of punishment. Criminals were sentenced to "hard labor" in the 19th century. Later, those believing that reflection and pennance should be the essence of the prison experience succeeded in eliminating the "hard labor" emphasis in prisons. However, in this century, reformers have come to recognize that enforced idleness may be more of a punishment than work; indeed, the development of good work habits as well as the learning of specific skills are essential in order for many prisoners to be reintegrated successfully into society.

Thus, we come to some essential dilemmas involving vocational education in prisons.

- Successful rehabilitation demands meaningful work; yet, opportunities for such are lacking for most prisoners.
- Meaningful vocational training requires conditions which to some degree reflect the workplace. This often conflicts with prison requirements of security.
- Vocational education reflects the most recently developed, and most liberal philosophy of corrections. In contrast, many people in high positions in prison systems and public office still perceive punishment as being the proper role of prisons. They begrudge the expenditure of resources, and what they see as special treatment for prisoners.

An elaboration of these issues follows.

Vocational Education in Corrections

Vocational education is generally described as training or retraining for occupations requiring specific skills but less education than a 4-year college degree. It is typically delivered in high schools and post-secondary institutions (including both public junior colleges and private proprietary schools), and through a variety of settings to out-of-school youth and adults. Many of the programs of the Comprehensive Employment and Training Act (CETA) are essentially vocational education in nature.

From a rehabilitation-reintegration perspective vocational education in corrections is philosophically correct as a report by the Bureau of Occupational and Adult Education (BOAE) indicates:

> "The reintegration model in corrections makes one primary assumption which automatically results in a rationale for vocational education in corrections. This primary assumption, that the offender needs to make some kind of effective adjustment to society, derives primarily from the fact that offenders have a history of short-term, low-skill, seasonal work at low wages and long periods of unemployment and that 95% of offenders will return to the community through parole or at the end of their sentences. A rationale which appears logical and valid for vocational education in corrections then develops from this assumption. The rationale goes something like this: the offender desires work more than s(he) desires to commit a crime and will therefore not "offend" if job skills and legitimate employment are within his/her grasp. In order to acquire the job skills necessary for legitimate, satisfying employment, the offender needs training in up-to-date, marketable skills and exposure to the best of teachers and teaching methods. Vocational education for the offender, then, is considered the mechanism by which the offender becomes first rehabilitated and then reintegrated into society with no economic incentive to return to crime. The offender is also, then, assumed to have no psychological incentive because excellent, relevant training has resulted in post-release job satisfaction."[4]

Unfortunately, the need for vocational education in prisons outstrips the current level of effort. A 1974 study by Battele Laboratories states that, of the 224,000 inmates in U.S. Correctional Institutions, a

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[4]Bureau of Occupational and Adult Education, The Federal Role in Vocational Education in Prisons (Washington, 1976) cited in Jones (ibid), p. 8.

majority have not completed high school, over half will work in unskilled or semi-skilled jobs upon release, and two-thirds are considered unlikely by wardens to acquire needed job skills within the prison. Further, only 21 percent of all inmates are estimated to be involved in vocational programs.[5]

The mandate for increasing vocational education in corrections has been clearly sounded. The upcoming Federal Standards for Corrections, which is currently being circulated for comment, provides this recommendation:

> "Vocational training opportunities should be available to all inmates except where there are compelling reasons to justify otherwise."[6]

In addition, a report by the National Advisory Commission on Criminal Justice Standards and Goals has challenged correctional educators to develop vocational programs based on "determination of needs, establishment of program objectives, and assimilation into the labor market."[7] The Commission states that "the role, quality, and relevance of educational programs in major institutions have not kept pace with the social, economic,

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[5]Girard W. Levy et al, "Vocational Preparation in U.S. Correctional Institutions" A 1974 Survey (Columbus: Battelle, 1975), Executive Summary, p. 4.

[6]Walter M. Fiederowicz, (Draft) Federal Standards for Correction (U.S. Department of Justice, 1978), pp. 75-76.

[7]National Advisory Commission on Criminal Justice Standards and Goals, Report on Corrections, (Washington, D.C.: Law Enforcement Assistance Administration, 1973), pp. 368-371.

political and technological changes and expectations of society . . . the status and priority established for institutional education is not commensurate with today's demand and expectation . . . each institution should have prevocational and vocational training programs to enhance the offender's marketable skills."

Problem Identification and Elaboration

Statements such as the above present both a rationale and a challenge for increasing the quantity and quality of vocational education in correctional institutions. But before expansion or improvement can result policy makers must clearly define the problems with which they are trying to cope. Thus, following an extensive review of the literature, a framework for classifying the most prevalent problems in delivering vocational education in correction was developed. The hundreds of individually cited problems were fit into the following 12 categories:

1. Institutional and philosophical factors
2. Planning
3. Funding and program size
4. Inmate selection and incentive
5. Linkage to other prison programs and services
6. Linkage to community programs and services
7. Teaching

8. Equipment and facilities
9. Counseling and other transition services
10. Placement
11. Follow-up and evaluation
12. Research

Table 1 lists the reports. Table 2 shows in matrix form the problem areas addressed by each study. The major findings related to each area are discussed below.

1. Institutional and Philosophical Factors

The lack of agreement on the purposes of correctional institutions creates problems for educators. There is friction between prison educators and security staff. Prison guards may resent the prisoners' opportunities to be trained for better jobs than they themselves have, and they, along with the public, may feel that educational programs constitute coddling of prisoners.

In addition, the prison population contains a wide variety of individuals with vast differences in age, levels of prior experience, aptitudes, interests, and learning styles--the only common denominator being that they are "serving time." This provides unusual problems in structuring the educational system.

TABLE 1

Major Studies on Vocational Education In Corrections

1. Bell, Raymond. "Funding and Administration Problems and Their Relationship to Other Issues in Correction Vocational Education" in Improving the Quality and Quantity of Vocational Education in Corrections. Columbus: The Center for Vocational Education, 1977.

2. Chard, Robin. "Research Information Systems: Their Use in Prediction, Prevention, and Rehabilitation" in Corrections: Problems of Punishment and Rehabilitation ed. by Edward Sagarin and Donald MacManara.

3. Fiederowicz, Walter M. (Draft) Federal Standards for Corrections. U.S. Department of Justice, 1978.

4. Jones, Joan Simon. "Vocational Education in Corrections: An Interpretation of Current Problems and Issues" Columbus: The Center for Vocational Education, 1977.

5. Kelgood, Robert E. Coordinated California Corrections: Correctional Systems Study. California Board of Corrections, 1971.

6. Levy, Girard W. et al. "Vocational Preparation in U.S. Correctional Institutions: A 1974 Survey." Columbus: Battelle Institute, 1975.

7. Lewis, James P. and Boyle, Rebecca. Evaluation of 1976-76 Vocational and Basic Education Programs in the Eight Pennsylvania State Correctional Institutions. Harrisburg: Pennsylvania State Department of Education, 1976.

8. McCollum, Sylvia G. "New Design for Correctional Education and Training Program" in Jails and Justice, edited by Paul F. Cromwell. Springfield, IL: Charles Thomas, 1975.

9. Robertson, Von H. A Descriptive Analysis of Vocational Rehabilitation and Training Programs and Techniques at the Utah State Prison. Provo: Utah Technical College, 1968.

10. Semberger, Franklin M. and Aker, George F., eds. The Professional Development of Correctional Educators. Tallahassee: Florida State University, 1971.

11. White, David V. Jr. An Evaluation of Selected Rehabilitative Services Offered at the Utah State Prison. Masters Thesis: University of Utah, 1970.

Table 2

Problem Areas Addressed by Major Studies*

	Bell	Chard	Fieder-owicz	Jones	Kelgood	Levy	Lewis	McCol-lum	Robert-son	Sember-ger	White
Institutional factors	X			X		X		X			
Planning	X	X		X		X					X
Funding and program size	X		X	X	X	X			X		X
Inmate selection and incentive					X						
Linkage to prison services				X	X			X			
Linkage to outside services				X	X						
Teaching					X					X	
Equipment and facilities					X	X					
Transition services					X	X	X				
Placement						X	X				
Follow-up and Evaluation		X			X						
Research		X			X						

*Studies referred to are those listed in Table 1.

2. Planning

Comprehensive planning for correctional vocational programs often does not exist. Even individual courses lack specific goals and are not part of integrated programs. Labor market information is seldom used; vocational programs do not necessarily relate to occupations which are in demand and which inmates will have a reasonable chance of occupying following release. The concentration of instruction in courses leading to low-prestige, low-paying jobs results in only minimal opportunities for vocational graduates.

3. Funding and Program Size

A frequent complaint is that there is not enough vocational education to serve all those who need or desire it in the prisons. Education is given a low priority among all prison programs, and vocational education is often given a low priority among education programs.

This, of course, is tied to funding, which is not only inadequate, but also tends to come from numerous different sources. Prison educators may be unaware of some possible sources of support for their programs.

4. Inmate Selection and Incentive

Selection of inmates for programs is seldom based on aptitudes, interests, or other rational factors. Also, incentives for participation in educational programs may be inadequate or misdirected. Education programs often offer the least financial incentive of all prison activities. Conversely, prisoners who are not interested in education may be coerced into enrolling in programs in order to make points with their parole boards.

5. Linkage to Other Prison Programs and Services

In correctional settings, vocational education programs are primarily concerned with manual skill areas and are seldom, if ever, integrated with related academic courses. There are often conflicts between vocational educators and other educators. In addition, linkages to prison industries are seldom made. Industries are highly production oriented, and managers are reluctant to allow for training in conjunction with their operations.

6. Linkage to Community Programs and Services

Work-release and study-release programs are inadequately utilized. Facilities on the outside and potential teachers from the community are seldom used by correction vocational programs. Private industry could play an

important role in program development and operation, but generally is uninvolved.

7. Teaching

The qualifications of instructional personnel often are inadequate. Among the shortcomings:

- Correctional educators are placed without job orientation or training.
- Few individuals possess both the technical expertise and the communication skills needed in order to teach inmates.
- Few guidelines exist for the training of correctional educators.
- Little discipline preparation is offered for correctional educators.
- Little preservice or inservice training is offered.
- Teachers are forced by circumstances to become counselors--but have little training in this area.

New educational techniques, methods, and materials, including the use of closed circuit television, have by and large been ignored in correctional institutions.

8. Equipment and Facilities

The vast majority of prisons have inadequate or obsolete equipment and supplies. Training for modern industrial jobs is nearly impossible under these conditions. Educational material for slow-reading adults is virtually non-existent.

9. Counseling and Other Transition Services

Counseling services need to be strengthened. In particular, inmates have a need for career guidance and career education programs. Vocational counseling is needed to assure that inmates are placed in programs most suited to their needs and abilities. Resource centers containing informational and instructional material should be developed. Programs should be offered in job-hunting skills and other aspects of employability training. Most corrections programs are deficient in these areas.

10. Placement

Few institutions are involved in providing any extensive placement services or in attempting job development for ex-offenders.

11. Follow-up and Evaluation

Routine follow-up to determine the effectiveness of vocational programs is seldom undertaken. Further, there is a lack of any rigorous and systematic evaluation of vocational programs.

12. Research

Rigorous research is seldom carried on inside correctional institutions. Research is necessary in order to ascertain the cost and effect of various educational programs. In addition, processes should be examined to determine what works best in a correctional setting.

Computerized management information systems are needed in order to provide administrative, evaluative, and research information.

Conclusion

In short, while most of the studies reviewed support the idea that vocational education has the potential to play a major role in rehabilitation and reintegration in the corrections process, the above problems must be more effectively dealt with. The remaining chapters of this report will examine these problems in Missouri, and provide recommendations on how Missouri's correctional vocational education system can break out from a mold which has kept it, along with many other states' systems, relatively ineffective.

II. THE MISSOURI CORRECTIONAL SYSTEM

The primary purpose of this project, as mentioned previously, was to develop a master plan for improving vocational education in the correctional system in Missouri. In this chapter a general description of the correctional system is provided along with a brief description of the organization of the study.

Overview of Missouri's Correctional System

Seven adult correctional facilities are operated by the Missouri Division of Corrections under the Department of Social Services. There is one maximum security institution, the Missouri State Penitentiary in Jefferson City; two medium security prisons, the Missouri Training Center for Men in Moberly and the Algoa Intermediate Reformatory near Jefferson City; three minimum security farms for men: Church Farm near Jefferson City, Tipton Farm, and the Fordland Honor Camp; and Renz Farm, housing some men and all 222 women in the system near Jefferson City.

The Division of Corrections puts out an annual report containing summary information about prison population, finances, and programs. At the time this study was prepared the most recent report available was for 1976.

In 1975, the system contained approximately 4200 inmates, which is 350 above designed capacity, and employed 1329 persons, of which 1169 work in the institutions. Turnover was high, with nearly 2500 inmates

committed during fiscal 1976. About one-half were convicted of stealing or burglary. Less than five percent of convictions were for murder or sex-related offenses. In fiscal 1976, the system expended $13.2 million of general revenue, 94 percent of which was spent in the institutions. The average daily support cost of $8.89 per prisoner is lower than the national average due to the offsetting benefits of sale of produce grown on the four correctional farms.

Figure 1 shows the areas from which inmates are committed, and profiles the typical inmate at the time of committment. As can be seen, just over half of the inmate population is white, over half come from the St. Louis or Kansas City areas, two-thirds are under 25 years of age, three-fourths are serving sentences of five years or less, and, while exhibiting normal IQ's, the prisoners have averaged only seven and one-half years of schooling.

Demographic Features of Missouri's Inmate Population

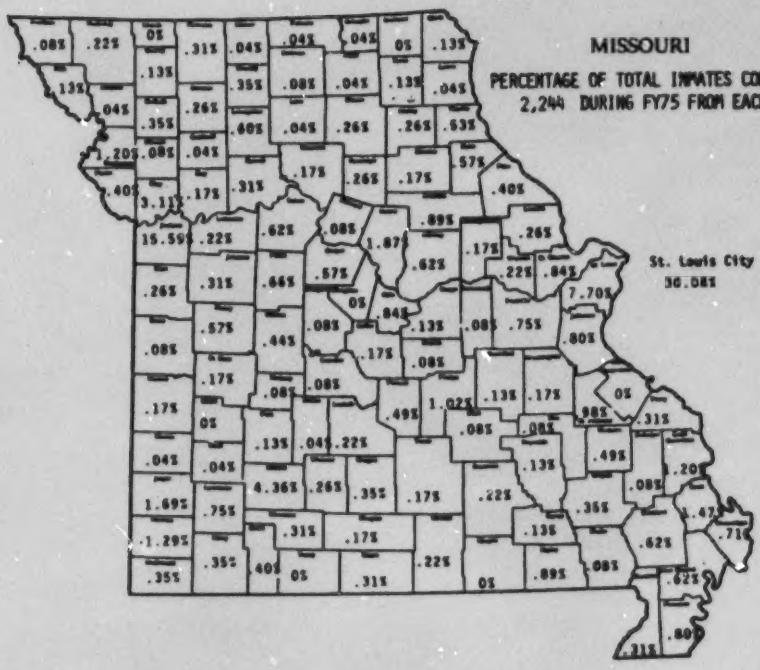
A more up-to-date analysis of the prison population as of March 1, 1977 was made possible by using the Division of Corrections' computerized file. A master file of inmate characteristics and penal history was developed by the project from individual computerized files developed by the Division of Corrections.

Figure 1

Profile on Missouri Inmate Population

PROFILE OF INMATES COMMITTED

FY74	FY75	
53%	57%	White
26	25	Average Age
63%	66%	Between 15 and 25 Years of Age
53%	56%	Single
26%	26%	Married
69%	67%	Native Missourian
55%	54%	Received From:
		Jackson County
		St. Louis County
		St. Louis City
28%	29%	Some Military Service
7.6	7.6	Median Grade Achievement
99.4	99.4	Median Revised Beta I.Q.
73%	75%	Sentences of 5 Years or Less
15%	15%	Sentences Between 5 and 10 Years
12%	10%	Sentences of Longer Than 10 Years
1,712	2,135	Total Inmates Committed



The following tapes were provided by the Division of Corrections:

- M103, basic corrections data about each currently incarcerated prisoner, including his education, IQ, grade equivalence achievement, and past corrections and criminal records.
- M229, permanent inmate information, including sex, race, religion, and birth data and place.
- V107, current institutional status
- V108, current housing location
- V112, current and historical data on work and education within the penal system.
- V113, data on crimes, convictions and sentences.

Several files contained multiple entries for some inmates and none for others. Considerable programming time was expended in the development of a software package to provide a single, comprehensive file entry for each inmate. Missing data was a problem; however, it is believed that most missing data were identified as such and that the non-missing portion of the data (at least 75 percent in all cases) was adequate to provide a representative picture of the penal system's inmates.

The inmate population on March 1, 1977, was 6112. Average educational level for inmates was 9.4 years. Seventy-six percent had not completed high school, while only 2.8 percent had attended college. Grade achievement, as measured by a battery of achievement tests administered at the reception center, lagged considerably behind even their own educational levels with an average figure of 7.2 years. Thus, inmates are not only undereducated--their

achievement levels also indicate a minimal competence for many tasks required in society.

Actual numerical IQ scores were not available from the Division of Corrections. Instead, an eight-point scale was used, ranging from "extremely low" to "very superior". About half the inmates fell into the IQ category indicated as "average", with 16 percent above average and 31 percent below average.

The prison population was overwhelmingly male (96 percent), almost exactly evenly divided between black and white, and two-thirds native to Missouri. Just over one-half were single, with a quarter married and the remainder divorced, separated or widowed. Just over half indicated that they were Protestants, with about 13 percent Catholics, 10 percent members of other religions, and 17 percent indicating no religious preference.

Inmates ranged from 15 to 77 years old, with a mean age of 28.6 and a median age of 25.5 years. Sixty-nine percent were between the ages of 19 and 30.

Forty-four percent of the inmates had been convicted of one or more previous crimes. Twenty-eight percent had been previously incarcerated in the Missouri prison system, including four percent who had been incarcerated four or more times.

The median, and modal sentence was five years--17 percent of the inmates were serving sentences of that length.

The median for time spent on the current sentence was 15 months. The median three-fourths, or projected release time was 31 months in the future. Seven percent of the inmates were serving life sentences.

The prisoners had spent at least some time on the following institutional assignments:

- Farm, 8 percent, median length of 3 months
- School and college, 32 percent, median length of 4 months
- Vocational training, 19 percent, median length of 5 months
- Prison industries, 24 percent, median length of 10 months
- Other institutional, 82 percent, median length of 10 months.

Further analysis by institution was conducted on the data supplied by the Division of Corrections. It should be noted that the institutional location of 22 percent of the inmates could not be determined from the data.

No significant differences were found among institutions with respect to IQ, education, grade-equivalence, or race. The average age of inmates was 20 at Algoa, whose population is limited to young first offenders serving short sentences, 26 at Moberly, and between 28 and 30 at all other institutions. Aside from the predictably lower rate at Algoa, each institution had similar percentages of married inmates--between 25 and 30 percent.

Inmates at the Missouri State Penitentiary had the highest rate of previous incarceration, 54 percent compared to 37 percent for the population as a whole. As expected, the longest average sentences were found at the State Penitentiary, the shortest at Algoa and Tipton, which serves as a pre-release center.

Prison industries are located at the Missouri State Penitentiary (MSP) and the Moberly Training Center. About 750 prisoners were employed at salary scales ranging between $20 and $50 a month. About 500 were employed at MSP in clothing, wood furniture, shoes, gloves, metal products, and soap and detergent factories. About 250 are employed at Moberly in a print shop, book repair shop, metal plant and a laundry.

Approximately 350 inmates were enrolled in vocational education programs which are offered at all institutions. Programs typically run either 80 or 120 days, but, due to a high rate of attrition, the average enrollee spends only about 50 days in a program.

An analysis of the characteristics of those inmates who have received vocational training in prison compared with those who have not reveals no significant differences with respect to IQ, sex, race, amount of time served, or participation in prison industries.

Those receiving vocational training had somewhat shorter sentences, slightly higher levels of education and grade achievement, were younger, and were less likely

to have served previous sentences than non-recipients. Single persons were more likely to have received vocational training than married or divorced persons. This may be related to age.

There was a wide variation in the percentage of inmates at a given institution which had received vocational training, as shown below:

	Percent receiving vocational training
Tipton	30
Fordland	29
Moberly	26
Algoa	19
Church	18
Renz	13
Mo. State Pen.	12

It should be noted that these institutional differences reflect, to some degree, differences in the make-up of their populations. At the Missouri State Penitentiary, for instance, many inmates are serving long sentences and are far from release; these persons would not be expected to have undergone vocational training.

Organization of the Project

The purpose of this project was to evaluate vocational education in Missouri's correctional institutions and to design a master plan for improving the vocational education system. The project was a combined effort of the

Missouri Division of Corrections and the University of Missouri-Columbia research team. The research was guided by a master planning committee authorized by the Division of Corrections and chaired by Edward Haynes, acting director of the Division. In addition to administrators and planners from the Division of Corrections and members of the University of Missouri-Columbia research team, it included representatives from the Division of Employment Security, the Office of Manpower Planning, the Department of Elementary and Secondary Education and the state legislature. A complete membership list is found in Appendix 1.

The initial phase of this project began with a staff familiarization of the prison system. This activity included a literature review of correctional education, sociology and other prison-related areas (for example, prison architecture). The review of literature of the nature of the prison system allowed staff to identify philosophical (example: punishment vs. rehabilitation), economic(example: how are funds for correctional institutions spent), and social (example: what are some of the interpersonal dynamics that operate within a prison population) issues. Considerable research was done on the varity of programs that exist throughout the nation's state and federal correctional institutions. Literature on evaluation models was studied by the staff. Information in both public education and correctional education was examined. While continuing to gather general information

on prisons, the staff became familiar with literature on vocational education within the correctional setting. With the establishment of an on-going information base, the project began to look more directly at the Missouri prison system and its vocational education programs.

A considerable amount of time was spent in establishing working relationships with prison personnel, on both the Central Office and institution levels. Staff members became knowledgeable as to the function of each person's role within the system, the type of information that each had (or could make available), as well as prison personnel's perception of the existing state of affairs, plans for the future, successful and unsuccessful attempts at change, etc. This was accomplished by both formal inter-staff and individual meetings. Relationships were thus formed with the Director of Vocational Education, Coordinator of Planning, the system's data analyst(Central Office Staff), and wardens, education supervisors and teachers (institutional level). The types of data recorded by the system's computer were made available, and transfer of information in its most relevant form was accomplished. Staff received goal statements appropriate to vocational education on the system level.

The staff then visited each of the seven penal institutions in the state. The purposes of visitation included:

- exposure of staff to the institutions, allowing personal interaction with institutional level supervisory personnel.

- general assessment of the physical characteristics of each institution.
- interviews with vocational education instructors, using a structured questionnaire to gather program information.
- questionnaire surveys of students in vocational programs.
- questionnaire needs-assessment surveys of a random sample of the prison population as a whole.

In order to fully grasp the workings of the prison system in general, and vocational education in prisons in particular, project staff depended a great deal on the help of the following Division of Corrections staff:

- Edward E. Haynes, Director of Corrections
- Jerry J. Bolin, Director of Program Services
- Donald R. Jenkins, Director of Support Services
- David C. Miller, Director of Planning
- Lawrance Aber, Director of Vocational Education

Their insights from varying perspectives were valuable in helping to formulate a better picture of the state's prison system.

As data became available and ideas from the literature and experts were synthesized, monthly meetings of the master planning committee were held, to aid in the formulation of a philosophy, goals and objectives for the Division of Correction's vocational education delivery system.

Finally, project staff pulled the various ideas together into concrete proposals which make up the master plan for vocational education for the correctional institutions of the State of Missouri.

III. VOCATIONAL NEEDS OF PRISONERS AND PAROLEES

Introduction

Simply stated, a need is the difference between "what is" and "what is desired". In the same vein, a need also expresses the difference between the current state of affairs and an idealized notion of how things should be, based upon a particular set of criteria. Four important implications can be drawn from this concept of need. First, it is important that "what is" can be described, so that a clear starting point for a change process can be identified. Second, the end product or desired state must be agreed upon. Third, there must be a decision as to whether or not the observed difference between current and desired states is important enough to require the initiation of a change strategy. Fourth, if a change process is initiated, some measure must be devised that can adequately indicate when the need has been met.

The needs for vocational education in corrections can be examined from three perspectives. First, the prisons exist to serve specific societal needs. These needs must be identified in order to develop overall goals and objectives for all prison programs, including vocational education. A second need deals with the administrative function. The proper operation of the correctional facilities will generate and be governed by specific institutional needs.

A third need is expressed by the recipients of the services of corrections, the inmates themselves.

The needs of society, the institutions, and of the inmates are, obviously, not totally separate and distinct. When developing a particular program such as vocational education within an institution, these sometimes conflicting and sometimes complimentary needs must be considered. While some needs will reflect concerns which can be specifically met through the current or redesigned vocational education programs, other needs may have a broader focus, and require that efforts toward change in vocational education be closely coordinated with improvements in other areas of prison life. Nevertheless, whatever change is initiated must be consistent with the overall goals of the system.

Some generally agreed upon goals for corrections have been identified. Ideally, the experience of corrections should foster in newly released inmates the ability to be economically independent, to be responsible for their families, and to face the general obligations of citizenship. Inmates should be able to set goals and make effective decisions which will allow the implementation of well-oriented values in their life styles. They should make significant progress in developing basic communication, computation, and inter-personal skills. And finally, inmates should refine or develop the necessary job skills to support an acceptable life style. Ryan states:

> "There is an urgent need to equip those in correctional settings with the knowledge, skills, and attitudes necessary to overcome their inadequate preparation for functioning effectively as producer and consumer in the work world. This means equipping the individuals with more than job skills. They must develop attitudes to work, human relations skills, knowledge of alternative career choices, capabilities for evaluating these alternatives in terms of consequences. They must be able to manipulate the labor market, to experience a lifelong continuum of lateral and vertical career reliability. Without their kind of capability for career development, there is little hope that the 1.3 million individuals who come under corrections authority during the year will become productive, contributing members of society. Punitive measures and compulsory confinement, in and of themselves, will not achieve the mission of corrections."[8]

Societal Needs

The fact that prisons exist at all reflects basic societal concerns. First and foremost, the public needs safety from personal and property violence and protection from other, nonviolent crimes. A temporary level of protection is obtained when a person is behind bars.

It is commonly felt that imprisonment acts not only as a deterrent against the offender committing future crimes but also against others who may not yet have committed their first crime. Although factors such as the sometimes inefficient criminal justice system and the compulsion to commit crimes for reasons of economics may reduce the deterrent value of prisons, society's expectations in this

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[8]T. A. Ryan in "Career Education Corrections: Proceedings of a National Work Conference" (Honolulu: Educational Research and Development Center, 1972).

regard should be kept in mind.

In addition, there seems to be a gradual reorientation of public opinion toward retribution as a significant purpose of incarceration. Proponents of rehabilitation often are unable to produce specific programs which have demonstrable effects on recidivism. Hence, some people believe that rehabilitation has failed as a philosophy, and that the punishment role of prisons should be stressed.

Sooner or later most prisoners are released back to the community. Clearly, it is in the best interest of the community to release unto itself a person who will interact with others in a safe, legal and effectively adult manner. Without proper rehabilitation, offenders may be forced, through lack of education, training, motivation and hope, back into the same pattern of crime which landed them in jail in the first place.

The public also needs to have the treatment of offenders provided in the most economical manner possible. It is well known that it is enormously expensive to warehouse criminals. The additional costs of rehabilitation programs are often hard to justify. Legislators are reluctant to vote the prisons more money for such programs. Other groups may feel more entitled to a legislative appropriation than people who have broken the law. However, the cost of not rehabilitating prisoners may in the long run be more than that of a well-designed rehabilitation program.

Briefly summarized, then, the needs of the community can be represented as the need for:

1. safety and protection from crime
2. deterrence of future crimes
3. exacting some degree of retribution for crimes already committed
4. transformation of the offender into a responsible, self-supporting citizen
5. economy in the design of programs for offenders

Institutional Needs

The administrators and staff of the prison system must recognize and attempt to provide for the societal needs identified above and for the needs of the inmates. The administrators are delegated by the elected politicians to carry out the particular correctional functions demanded by their constituency. At the same time, however, prison staff must recognize that they, too, have some specific needs which are unique to their institutional role.

An obvious and vital staff need is that they be fully versed in and supportive of a well-stated philosophy of corrections for their institution. Implicit in this is that goals and objectives be clearly specified at all levels of the system. Further, each employee must have an understanding of how his duties can be performed to meet the goals and objectives of the institution.

Staff members working in an institution should be able to support and, in some cases, participate in various developmental programs offered to inmates. If, while still performing the necessary custodial function, staff could receive educational or other developmental benefit from programs, they would be more supportive of those same experiences for inmates.

The administrators of prisons almost invariably are faced with a very concrete and pressing need for more space. While this need is currently being addressed at the legislative level, an end to the crowding problem is not yet in sight. Thus, administrators must be able to develop more creative uses for the space, manpower and dollars now available to them.

Due to insufficient space it is especially important to maintain a calm, peaceful, and relatively civilized atmosphere in the institution. Overcrowding escalates any pre-existing tendencies toward disruption and can easily lead to a pre-eminent concern for control. In such a situation, policies and procedures are developed first and foremost to maintain control and only secondarily to provide rehabilitation benefits to the inmates.

There are some specific institutional needs directly related to education. Ryan[9] suggests that "the

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[9]T. A. Ryan (ed.), Education for Adults in Correctional Institutions: A Book of Readings (Honolulu: University of Hawaii, 1975).

most important element in the vocational training program is the instructor himself. The influence of a strong, sound instructor upon his trainees will be of more lasting importance than the skills and knowledge which he imparts." But the parameters of vocational education in the prisons are different from those in the outside world. Instructors must be trained, not only in vocational education, but in correctional vocational education. There is, however, a lack of training programs for correctional educators. While there is a relatively low turnover of vocational education faculty in the prisons, those who are hired come without specific correctional training. Further, there is no program in the system to orient new teachers with the unique characteristics of their students. Teachers must learn on the job. It is clear that a fundamental need of the prison administration is to be able to staff education programs with trained and competent people who are capable of creating an environment conducive to learning.

Prison educators have, at best, a difficult job. Not only have they not been trained to deal with the special needs and characteristics of the correctional population, but correctional educators are generally isolated from other educators. Most frequently they are employees of the correctional rather than educational organizations, and are expected to act as such, often

contrary to their best educational judgment and training. Sometimes educational programs are funded and administered by people whose primary interest is not the education of the inmate, but the smooth functioning of the institution.

Finally, if the administration of the prison system is to meet its goals of rehabilitation as well as protection, some attention must be paid to the needs inmates have for particular programs. Academic, vocational, and social education needs must be identified in order to provide a framework for later program evaluation. If some of the perceived needs of inmates are being met, security problems in the institution might be diminished.

In summary, the institutional needs related to vocational education in corrections include:

1. Clear statements of philosophy, goals and objectives.
2. Availability of programs to staff members.
3. Need to maximize use of limited space.
4. Need to maintain order.
5. Need for well-qualified, well-trained instructors.
6. Need for awareness of inmate needs.

Inmate Needs

It is important to recognize that people gathered in a common setting may not have common needs. This is particularly true for the prison population. Such variables

as age, level of education, amount of previous employment, attitudes toward incarceration, education and employment, and personal goals in all areas of life all will interact to produce different needs in different individuals. Thus, one initial need for inmates, especially in larger institutions, is to be provided some variety and flexibility in programming.

A national survey of correctional education found that "most respondents listed the individual needs, abilities and interests of inmate-students as the most important criteria in the selection of educational materials".[10] While as much might not be said about vocational programs in corrections, certainly it is appropriate to consider the needs of the recipients of the educational services provided and to question whether the institution is meeting those needs. A national workshop on improving vocational education in corrections found its highest priority research recommendation to be "determine methods of assessing needs of incarcerated students for vocational and career education."[11]

While there has been no formal educational needs assessment for a corrections population, many writers have

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[10] A. R. Roberts and O. D. Coffey, "The State of the Art Survey for a Correction Education Network", American Correctional Association, 1976, p. xvii.

[11] F. Patrick Cronin, "Improving Vocational Education in Corrections: Proceedings of the Workshop for Improving Vocational Education in Correctional Institutions (Columbus: Center for Vocational Education, 1976), p. 32.

alluded to specific inmate needs. The first need usually mentioned is that for education and training. There has been some question as to the effectiveness and rationale behind providing such programs for inmates. Currently, there is conflicting evidence regarding the impact of these programs on recidivism. For instance,

> "Follow-up studies of prison education and training programs such as those reported by ABT Associates (1969), Spencer, et al (1971) and Dickover, et al (1971) reveal that post release jobs of prisoners are generally not related to training received in prison. In addition, Pownall (1969) Sullivan (1967) and others report that job loss after release from prison is only generally due to lack of specific skills, but is due to other deficiencies as poor attendance, hostile attitudes, overreaction to supervisor, and other non-job content related issues.
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> On the other hand, Pownall (1969), McCabe and Driscoll (1971), and continuing reports from the Rehabilitation Research Foundation indicate that there is a positive relationship between a person's involvement in education and training programs while in prison, postrelease employment in some job, and 'success' in staying out of prison."[12]

McCollum concludes that

> "the case for education and training opportunities for prisoners must rest on essentially the same kinds of considerations which support education and training in the free world; namely that education and training contribute to preparation for self-supporting and socially acceptable life styles. However, as in the true world, we cannot argue or prove that education and training alone govern behavior."[13]

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[12]Sylvia McCollum, "New Designs for Correctional Education and Training Programs," Federal Probation, June, 1976, p. 7.

[13]Sylvia McCollum, "What Works! A Look at Effective Correctional Education and Training Experiences," paper presented to the American Psychological Association Annual Conference, Washington, D.C., Sept. 4, 1976, p. 7.

A general survey of recent literature concerning correctional education (see bibliographic citations for McCollum (1976), Ryan (1972, 1973, 1975), Cronin (1976), Reagen and Stoughton (1976), Lenihan (1975), Carlson (1976), and Roberts and Coffey (1976)) as well as interview data collected in Missouri suggests a number of needs with which inmates might identify.

1. Inmates need to be assigned to educational and training programs which are appropriate to their current educational ability, skill and interest level. This implies that there is a thorough and valid testing and screening procedure through which inmates move at the beginning of their incarceration. Reliable and valid vocational interest surveys as well as educational diagnostic tests must be used. Additionally, there is the implication that, whatever tests are used, the results for each inmate must be used in his educational and vocational placement decision making.
2. Inmates need to know what they can realistically expect of a training or educational program. If there were clear goals and objectives set and disseminated to inmates for each program, inmates would be better able to assess their efforts toward meeting these goals. Further, when goals are not explicitly set, inmates can develop much

higher expectations than training programs are realistically designed to produce. It is destructive to allow an inmate to think that he will be able to get a job as a welder, for instance, when, in fact, he will be at best qualified to be a welder apprentice.

3. Inmates need to learn in an atmosphere that is conducive to creating and maintaining constructive attitudes toward work. Often in overcrowded prisons inmates "work" for only a small part of the day on jobs which have no meaning to them and for which there are many more people assigned than necessary. More often than not, what is learned is that inmates survive best by not getting involved in their work assignment and by finding ways to do the least amount of work possible. It is hard to imagine an instructional situation set up to produce more destructive work attitudes than this.
4. Inmates need to overcome a general failure identity and develop a positive self-image. There are many depersonalizing events and structures in prisons which serve to reinforce the negative perceptions inmates have of themselves. While some of these are necessary for the security of the institution, others may

exist merely out of convenience for the administration or because, "We always do it that way". There are few, if any, opportunities for inmates to enjoy the experience of success in a prison setting. More importantly, the tight regulation of the prisoners' lives forces them to adopt patterns of dependence rather than take opportunities to practice responsible behavior.

5. Inmates need financial management skills to enable them to make use of their limited resources upon release. At the very least they need to understand the realities of their financial situation and learn the possible ways in which they can legally survive on the outside. Lack of money to support the inmate and his family is one primary reason why inmates return to crime and, often, reincarceration.

6. Inmates need to develop effective interpersonal relationship skills, especially those which will help maintain adequate on-the-job behavior. As has been previously mentioned, it is not necessarily the lack of specific job skills which results in most ex-inmates losing their jobs. It is, in larger part, the inability of the newly released inmate to deal with a multitude of interpersonal pressures, the inability to deal with marriage and

family difficulties or to keep them separate from job activities, or the inability to deal effectively in a public contact job.

7. Inmates need to know the variety of job and occupational possibilities open to them. Coming mostly from disadvantaged social and educational environments, they often have little idea of the breadth of the job market. Vocational education programs in prisons, presently, do little to dispell the viewpoint that there are only a few jobs which an inmate will be able to get upon release. Thus, when an inmate is released, the focus of his job search is often severely limited, not so much because he doesn't have the skills and abilities necessary to work in a variety of job or occupational settings, but because he is not aware of the possibilities open to him.

8. Inmates need to think in terms of their occupational future as well as, realistically, "How can I get enough money to live on when I'm released?" It is important that an inmate have a series of jobs and occupations which will enhance not only his ability to provide for himself and contribute to the social welfare, but also enable him to derive a measure of personal satisfaction and self knowledge from his/her work experiences.

9. Inmates need job application and interview skills and the opportunity to practice them. The process of applying for a job is very difficult for an inmate in prison who is anticipating release. While there are some programs, such as furlough, to enable an inmate to leave the prison to personally search for employment, there are no programs to aid the inmate in the practical aspects of a job hunt. First among these is the ability to properly fill out an application form and to present a desirable appearance to an employer.

10. Inmates need to have the skills to enable them to be employed in more than the most menial jobs. This is a need which vocational education programs address directly by providing specific training in a number of skilled occupations. The implication here, however, is that inmates actually acquire a saleable skill as a result of participation in a training program. For various reasons (lack of interest on the part of faculty or students, poor teaching, inadequate equipment, unclear and nonspecific curriculum goals, etc.) many inmates now leave training programs without the saleable skill they feel they should have acquired. Too often they wind up angry and despondent in dead-end jobs.

11. Inmates need training programs for which there are real job possibilities in the free world. The training program should be organized as closely as possible around realistic work conditions. New programs which would provide training in jobs for which there is a scarcity of trained personnel should be considered. Arrangements might be made with major employers to hire a certain proportion of the top graduates of such a program. Those same employers would then be able to have some input into the nature of the training the inmates received.

12. Inmates need assistance in obtaining a job upon release from prison. As has been noted earlier, job hunting from the prison setting is extraordinarily difficult. Not only do inmates need help in defining their job interests and abilities, but also in focusing those variables on a particular job or occupation. Additionally, they need assistance in scouting the field of possible job openings and in making initial contacts with employers with appropriate jobs, "... for employment is still inversely related to recidivism. Men who worked steadily (8 to 10 weeks out of 12) were the least likely to

be re-arrested. Those who did not work at all during that period had the highest re-arrest rate."[14]

Special Needs of Female Offenders

In addition to experiencing the same problems that plague male offenders, female inmates must also bear the burden of discrimination in the workplace and educational system which has traditionally been associated with their gender.

Outside of prison, women are typically channeled into vocational education programs which lead to stereotypical "women's occupations"--almost always at the low-paying end of the occupational spectrum. For instance, only about 10 percent of the students enrolled in the public school programs leading to the highest paying jobs--technical and trade and industrial education--are women. In contrast, women make up 85 percent of the enrollment in health support fields, 91 percent in home economics, and 76 percent in office occupations.

Title IX of the Education Amendments of 1972 states that

> "No persons in the United States shall, on the basis of sex be excluded from participation in, be denied benefits of, or be subjected to discrimination under any educational program or activity receiving Federal financial assistance."

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[14] K. J. Lenihan, "Some Preliminary Results of the Life Project: An Experimental Study of Financial Aid and Job Placement for Ex-Prisoners," a paper prepared for the National Manpower Task Force Meeting, Washington, D.C., January 29-30, 1975, p. 7.

Yet, discriminatory patterns persist, in all likelihood due more to tradition, custom, and counseling than any willful exclusion of women from the better programs.

There are several factors operating in corrections that make the situation there even more difficult for women than for men.

For one, many of the female prisoners come from poor but traditional-value backgrounds, and fully believe that a woman's place should be in the home, or at best in typically female-dominated occupations. Thus, motivation to participate in vocational education at all and in non-traditional vocational programs in particular may be lacking in many cases.

The fact that women's prisons are often small precludes any extensive "behind-the-walls" vocational education programs. The critical mass of potential enrollees necessary to create an adequate program simply may not be present.

The attitude of prison personnel regarding the nature and underlying causes of crimes committed by women may lead to a low emphasis on rehabilitation through vocational training. Many women are seen as committing crimes out of economic necessity. Crimes such as prostitution, drug sales, and check cashing offenses are all more profitable than "straight" work. (Many men, on the other hand, are seen as being motivated by peer pressure, natural aggressive tendencies, or poor attitudes toward work--problems that

vocational education hopefully can help to solve.) Valid or not, the effect is to de-emphasize the importance of vocational education for female prisoners.

Finally, there is the fear that the combined societal prejudices against ex-offenders and against women in traditionally male occupations may be too much to expect female prisoners to overcome. Glick suggests that it might indeed be most realistic to train them in the traditionally female occupations.[15] And yet, there remains the irony that female offenders need to be self-sufficient upon release. But many of the traditionally female jobs pay so little that they may be better off financially by turning to welfare--or to crime.

In short, the special role of women in society in combination with a criminal record make the task of rehabilitating female offenders through vocational education extremely difficult. Educators and corrections officials need to be especially sensitive to the problems of this group.

Missouri Inmate Needs Assessment Questionnaire

Introduction and Rationale. The assessment and subsequent modification of any system is accomplished by

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[15]Ruth Glick, Improving Vocational Education in Corrections, (Columbus: Center for Vocational Education, 1975), pp. 121-124.

collecting information from a variety of sources or perspectives. Utilizing a narrow range of information invariably leads to a narrow range of recommendations that may have little impact on improving a system. For this reason, the research team felt it necessary to gather information regarding vocational education from the inmate's perspective. This assured that information would be available to formulate recommendations for the vocational education program of the Division of Corrections from the inmates themselves as well as faculty, administrators, and advisory groups.

Instrument Construction. A number of needs assessment instruments have been designed for use in educational settings. The research team was unable, however, to locate a needs assessment instrument that had been utilized for vocational education in corrections. Therefore, it was necessary to construct an instrument appropriate for the problem. A number of needs assessment questions that seemed applicable to a prison population were extracted or modified from several existing instruments. Others were written specifically for use with an inmate population. Eventually, sixty-four questions were selected for use in the instrument. In addition, several questions were designed to gather general demographics from the inmates in order to differentiate among subgroups of the population.

After initial construction of the instrument, it was field tested on a small group of inmates in one institution.

Feedback was sought from the inmates regarding such factors as reading level of the instrument, appropriateness of items, clarity of directions, etc. The field test information resulted in a number of alterations in items and in the instructions portion of the instrument. After the changes were made, the instrument was readied to administer to the target population.

Administration of Instrument. It was decided to sample ten percent of the inmate population. The Division of Corrections central office provided a randomized list of ten percent of each of the seven institutions' populations. A larger percentage of female inmates were administered the instrument (33%) due to their smaller population size.

Arrangements were made with personnel in each institution to administer the instrument. When possible, a large and quiet meeting room was utilized to meet with the inmates. The rooms were arranged and procedures adopted to create an orderly test-taking environment. However, several variables that were difficult to control for included inmates that refused to participate, cancellations due to time conflicts, and some less than ideal physical facilities.

Results. The approximately 400 respondents represented eight percent of the inmate population. Demographic information indicated that the sample was approximately representative with respect to age, education and race.

Fifty-five percent had not completed high school, although nearly one-fourth stated that they had attended some college without graduating. Thirty-seven percent had never received any vocational training. About equal numbers had received their vocational training in and out of prison.

Lack of work experience outside of prison is an obvious problem. Over half the sample, whose average age was 27½, had less than four years total, and less than two years of contiguous work experience. Even taking into account a median of three and one-half years spent in prison, this indicates an average of two to three years spent unemployed while outside of prison.

The average prisoner had served between one and two years on his current sentence. While the median remaining sentence was about two years, fully half the inmates indicated that they would be eligible for parole within six months. This underscores one of the major dilemmas confronting correctional vocational educators: vocational training is more effective if given immediately prior to release. However, the prospect for parole makes it impossible to predict the release date. As a result, many students are paroled prior to completing training.

The survey results, which are presented in detail in Appendix 2, were used in writing the introductory section

to this chapter. Here some of the results are discussed more directly, with an emphasis on the ten needs considered greatest by the inmates.

The needs can be broken down into five categories:

- Psychological self-improvement and interpersonal relations (19 questions)
- Basic skills self-improvement (11 questions)
- Specific job and skill training (8 questions)
- Labor market, job and career information (20 questions)
- Educational information (6 questions)

The ten needs with the greatest positive response are, in order:

1. I need to know what jobs are available in the place where I will live after release from prison. (Job information)
2. I need help in finding a job after I am released. (Job skills)
3. I need to know what job training opportunities will be open to me when I am released. (Job information)
4. I need to be more skillful in making decisions about my life. (Psychological self-improvement)
5. I need to become aware of the job possibilities for occupations that interest me. (Job information)

6. I need to develop occupational goals for myself. (Job information)
7. I need to know how much education and training will be needed for the occupation I plan to enter. (Job information)
8. I need to know about a variety of occupations I could enter upon my release. (Job information)
9. I need real on-the-job experiences to learn more about certain jobs. (Job skills)
10. I need to know where to find out about occupational training programs that might interest me upon my release from prison. (Job information)

It can be seen that seven of the top ten responses are related to career and job information. Indeed, seventeen of the twenty questions in this category received above average positive response rates. This clearly rates as the chief concern of the inmates.

Two of the top ten are related to job skills, the second-most popular category. The other three categories were generally discounted by the inmates. The rejection of the suggestion by many inmates that they lack in self-control, self-discipline, and interpersonal skills is curious, inasmuch as any visitor to a prison is likely to perceive prisoners' low self-concept as a major problem. Indeed, success on the job is often as closely linked to

these skills as to specific job skills. While it is evident that any meaningful vocational program must develop those skills which are generally thought of as being in the affective domain, it is apparent that this type of skill development must be integrated into the program. Any attempt to conduct a self-improvement program *per se* is likely to be met with a "what do I need this for?" response from a large number of inmates.

Needs of Parolees

The Division of Probation and Parole is a separate entity under the Department of Social Services which has close working ties with the Division of Corrections. In a typical year, about 1,000 inmates are paroled. The division is responsible for the supervision of about 14,000 parolees and probationers (persons convicted of felonies but not sentenced to prison).

While having a job lined up may help a prisoner make parole, it is not as important as his institutional record and a stable family situation. Completion of vocational education is generally not considered a factor in the granting of parole. Missouri law RSMO 549.261 states simply that:

> "When in its opinion there is reasonable probability that the prisoner can be released without detriment to the community or to himself, the Board shall release or parole any person confined in any correctional institution administered by state authorities."

Thus, it is possible that a large number of persons on parole may be unemployed, or have inadequate job skills. Surveys indicate that in the St. Louis area, as many as forty percent of parolees are unemployed.

A survey conducted by the Division in 1976 showed the following:

- twenty-seven percent of parolees lacked specific job skills
- thirty-five percent had skills, but could not find a related job
- fifty percent indicated that they had no goals
- forty-seven percent lacked full-time work, including twenty percent who were completely unemployed
- sixty-six percent requested assistance in improving job skills, but only twenty-five percent were enrolled in job skills programs.

Although needs were greatest in the inner-city areas, they were significant throughout the entire state.

The implications of this survey are two-fold. While there is no doubt a great need for expanded programs dealing with job training and placement specifically for parolees, it is likely that their needs could be diminished by providing more expanded programs within the penal institutions.

IV. A DETAILED LOOK AT THE PRESENT VOCATIONAL EDUCATION SYSTEM IN THE MISSOURI DIVISION OF CORRECTIONS

The preceding chapters examined some of the issues surrounding vocational education in corrections, discussed the needs of inmates and parolees in Missouri, and described the Missouri Corrections System in overview. In this chapter, an examination of the current functioning of vocational education in Missouri prisons is provided. The framework for analysis was suggested by the 12 potential problem areas identified in Chapter I. Those areas to be examined are listed below:

1. Institutional and Philosophical Factors
2. Program Planning
3. Funding and Program Size
4. Inmate Selection and Incentive
5. Linkage to Prison Industries
6. Linkage to Community Programs and Services
7. Teaching
8. Equipment and Physical Facilities
9. Counseling Services
10. Placement Services
11. Evaluation and Follow-up
12. Research

Following this intense examination, the next chapter takes up possible alternatives for improving the system and concludes with a series of recommendations.

I. Institutional and Philosophical Factors

Vocational education is provided by the Division of Inmate Education within the Division of Corrections under a legal mandate from the state legislature. Under a 1974 reorganization, responsibility for education is autonomous within each institution. The vocational teachers are directly responsible to the institutional education supervisor, who is in turn responsible to the warden. The system-wide director of vocational education secures goods, personnel and resources for vocational programs and serves in a staff (support) role over the programs, but lacks direct line authority over them.

This problem is compounded by the fact that there is little realization of the importance of selling vocational education to prison administrators. There is little feeling that vocational education is perceived by administrators as important or beneficial in the rehabilitation of inmates, and little awareness of the possibility of improving the image of correctional vocational education. Consequently, vocational education programs remain in a back seat position with regard to program funding and improvement.

There appears to be no detailed goal/objective setting or development at the system-wide level. The closest approximation to a statement of philosophy appears in the Division of Inmate Education's History and Development of Programs booklet:

> "Regardless of the background of experiences of each incoming inmate, the institution to which he is assigned is obligated not only to permit but to encourage his obtaining additional education and training for a more useful life upon release. It is the function of the Division of Inmate Education to conduct this vocational training program within the various institutions and other divisions of the Department of Corrections[16]."[17]

While general philosophical statements of this nature are necessary, they are insufficient unless supplemented by more detailed goals and objectives. These do not exist in the Missouri prison system. For instance, there is no way of ascertaining whether inmates are indeed adequately learning specific skills--there is no competency testing for program completion and no follow-up, or outcomes evaluation of ex-offenders' success in actually performing in skilled jobs.

Goals stated at the institutional level may exist or not, may be oral or written, may be adopted from another source, or be original. Similarly, specific programs or course goals are up to the discretion of the institution's chief education official.

Finally, an overriding problem is overcrowding in the prisons. While vocational education programs have resisted pressure for increased enrollments, the effects are nonetheless felt. There is little time to examine the needs

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[16]The Division of Corrections was called the "Department of Corrections" prior to the 1974 reorganization.

[17]Tom Hageman, History and Development of Programs (Jefferson City: Missouri Department of Corrections, 1972), p. 7.

of each individual in the depth required for proper program placement. Inmates are placed into programs because there is a space available. Similarly, Prison Industries are staffed by double and triple the manpower required to do a job efficiently. Material waste, non-productive idle time, and poor work habits result. Little is learned which could be applied to a future job. Individual needs and rehabilitation become secondary considerations when inmate management is a primary and sometimes exclusive determinant of overall institutional policy.

2. Program Planning

The focus of this problem was on determining the extent to which the vocational education program offerings were related to projected job openings in the labor market. Current program offerings in the Division of Corrections are presented in Table 3.

It is axiomatic to this analysis that a quality vocational education program must prepare students for jobs in which employment opportu-ities exist. In planning any comprehensive vocational education system, then, it is necessary to consider future employment patterns.

Employment projections, by United States Office of Education (USOE) occupational code, were formulated using a modification of a procedure developed by the Human

TABLE 3

DIVISION OF CORRECTIONS
VOCATIONAL OFFERINGS

Institution	Program
Algoa	Automotives
	Farm Equipment Repair*
	Basic Service Trades
	Basic Manufacturing and Construction
	Major Appliance Repair*
	Welding*
	Building Trades*
	Motorcycle & Small Engine Repair*
Moberly	Combination Welding*
	Refrigeration and Air Conditioning
	Printing*
	Office Machine Repair
	Machine Shop Practice
	Building Maintenance*
	Auto Mechanics
	Auto Body Repair
	Electronics and TV Repair
Rentz Farm	Office and Business Practices
	Cosmetology
Church Farm	Horticulture*
Tipton	Building Maintenance
Fordland	Auto Mechanics for Imports
	Building Trades
MSP	Small Engine Repair
	Dental Lab Technician
	Radio and TV Repair
	Welding
	Refrigeration and Air Conditioning
	Business Machine Repair

* Programs funded by CETA

Resources Research Project (HRRP) at the University of Missouri-Columbia. Under the HRRP system, quarterly employment trends over the past ten years are examined through regression analysis. Employment is broken out by major Standard Industrial Classification (SIC) categories, such as wholesale trade, retail trade, public administration, and agriculture, and by detailed classification of manufacturing industries. Data are used from both State and Federal sources.

A discriminanat analysis was run on the occupations used in the HRRP projections using worker trait characteristics for each occupation as listed in the Dictionary of Occupational Titles (DOT). This revealed that some of the occupations required more education than the typical vocational graduate receives, while others required a lower level of education and competency, and could be equally well performed by persons without vocational training.

The USOE category projections were rerun, using only those occupations which were truly suited for vocational graduates. These results serve as the basis upon which future employment projections, specifically geared toward the inmate population, were formulated.

Many vocational educators are beginning to question whether vocational education is training people for too specific jobs. This concern is justified. Consider the panic that ensues when a major employer leaves a community, automaties, or even somewhat alters its products. People

who have been trained for one specific occupation often have a hard time finding another job without a long, costly period of retraining. Consider also the mobility of out society--both people and industry. Programs based on the best of employment projections assume that students will remain in the same geographic areas and that industries will stay put. Neither of these may be true. A suggested solution for the problems of technological change and mobility includes teaching skills related to occupational clusters.

Clusters are groups of occupations that are related by way of entailing common tasks, common job settings, etc. The teaching of clusters would include teaching all elements which are held in common, and, as time permitted, more specific elements from certain occupations within the cluster. Indeed, to the degree that individualized instruction was possible, it would allow more students to specialize in areas which fit their interest and aptitude patterns. The main advantage of cluster vocational education, of course, is that the graduate gains sufficieint skills to allow him to enter any one of several fields. This protects him from finding that his field has been eliminated due to technology, that the only local company using his skills has moved 1000 miles away, or the possibility that he discovers that he just plain doesn't like working in the occupation he selected. With cluster education, he can enter another field.

Cluster education is particularly well suited for corrections for three reasons. First, inmates come from many divergent communities, and many will return to them. Given the limited number of course selections at each institution, each course offered should teach skills equally applicable to inmates returning to large cities and smaller towns. Secondly, the uncertainty regarding when an inmate will be ready for release and entry into the job market makes the possibility of job loss through technological changes even greater. Thirdly, the same undertainty of release time makes it difficult to time the delivery of vocational education. With cluster education, basic cluster training can begin well in advance of release time, while more specific, or advanced courses can be continued until release.

Hence, the above job projections were considered in terms of clusters. Table 4 contrasts the expected job openings in Missouri over the next six years by cluster with the distribution of programs offered by the Division of Corrections (since each course is of approximately the same size, the proportion of programs more or less parallels enrollment, and by extension, completions). As can be seen, some areas with poor employment prospects are being widely taught while some with good prospects are completely ignored. Indeed, 65 percent of programs are in areas that contain only eleven percent of the projected employment opportunities. Particularly noteworthy are the

TABLE 4

OCCUPATIONAL OPENINGS AND VOCATIONAL OFFERINGS

Cluster	Expected Openings 1977-1983	%	Number Programs D.O.C.	%
Agriculture	35,011	11	0	0
Business and Office	114,289	36	1	3
Communications and Media	5,828	2	0	0
Construction	19,907	6	7	24
Health	13,317	4	1	3
Home Economics	5,768	2	0	0
Hospitality	2,617	1	0	0
Manufacturing	39,728	12	4	13
Marketing	55,672	17	0	0
Personal Services	11,834	4	0	0
Product Services	7,241	2	8	28
Public Service	804	>1	0	0
Transportation	10,126	3	4	13

large number of auto/equipment/machinery repair programs now being offered despite extremely limited employment opportunities for graduates.

Against the prospect of job openings one must weigh the fact that some jobs hold prohibitions by law for ex-convicts, while others require 'good moral character." Incarceration may not be prohibitive of these latter occupations, per se, but may put the ex-offender at a competitive disadvantage compared to job applicants without a criminal record.

3. Funding and Program Size

Funding is a major problem for vocational education in the Division of Corrections. The funding formula, by which education, and vocational education in particular, receives its money was altered in the general state reorganization of 1974. In the interests of simplifying budgeting procedures, separate funding for correctional education was eliminated. The result was significantly less money for education in the prisons and greatly reduced control of how money can be spent.

Teachers and educational administrators are no longer a part of the budgeting process. They report that they rarely know how much money they will have available to spend on their program. Each budget request is accompanied by a series of negotiations, with the final say being made by the wardens, whose priorities are seldom oriented toward

education. The total availability of vocational education is far less than the need as indicated by inmates' educational and employment histories. As a result, many inmates are unable to receive training from which they could benefit.

The problem is especially acute in the case of female prisoners. Only two vocational education programs are offered at Renz--Cosmetology and Office and Business Practice. Both are traditionally female occupations.

4. Inmate Selection and Incentive[18]

There is an obvious disincentive for enrollment in vocational education programs due to the "wage" paid for those programs. An inmate can earn $5 per month if he participates in any educational program. If he completes a vocational course, is highly motivated, gets along well with the teacher and does good work, he might, if there is a suitable opening, become a "helper" at the increased wage of up to $30 a month. Only one or, at the most, two helpers are allowed in each program. On the other hand, inmates who are assigned to Prison Industries or other work details may make as much as $50 per month.

Inmates are responsible for purchasing all of their personal items, including toilet articles, cigarettes,

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[18] To obtain the inmates' perspective of these problems, refer to Appendix 3.

radios and TV's, etc. Unless an inmate has an outside source of income, it is difficult for him to survive (legally) inside the prison while a student in a vocational training program. Thus, not only do inmates enter prison with a poor attitude toward education, the system reinforces that attitude by making education a low status program within the institution. Low pay, inadequate equipment, and a philosophy which places educational needs clearly and consistently after institutional needs all influence the perception that education is not really very important.

Another problem is the attitudes toward vocational education held by inmates, their teachers, and administrative and custodial personnel. While inmates have a large number of needs to be met, it is possible to separate personal needs within the institution (survival (both physical and psychological), status, and economic) from more long term vocational or career development needs. It is possible that vocational education is used by inmates more to meet short term needs than longer term rehabilitation needs. For instance, some inmates may enroll in a vocational program, any program, because their enrollment will demonstrate to the parole board "a sincere desire to improve." Their quest is not necessarily for valid training but for a credential they can use to speed release.

The classification teams unwittingly assist in maintaining this barrier. The pressure to "fill slots" in

vocational programs often leads to placing the institution's needs above the individual needs of each prisoner. The inmate who has little understanding of himself, his needs, and prison operations is especially vulnerable to being tracked into a program that may meet few, if any, of his intrinsic needs. When the caseworker makes a "recommendation in the best interests of the inmate" it is most difficult for the inmate to refuse. Unfortunately, there may be inmates in vocational programs who have no personal interest in the subject matter or no intention of pursuing that skill when released. Thus, unwittingly inmates are placed in "slots" which could be filled by someone more motivated to profit from a vocational training experience.

As a result of these conditions, teachers often take the attitude "the inmates don't seem to want to learn, so why should I put out a great effort to teach them?" The lack of involvement produced by this mental set is clearly evident to students who take the point of view that "they don't teach us anything, and they don't think it's very important, so why should we try to learn?" A variation of this is "they don't teach me what I want to know, so the course is not worth working at". This latter mental set arises often from unrealistic and unclarified expectations on the part of the inmate.

5. Linkage to Prison Industries

Because of the close association between vocational education and prison industries, the latter were also studied.

Within the Division of Corrections, the section of prison industries is responsible for general supervision over the planning, establishment and management of all industrial operations. Prison industries has a chief administrative officer (director) that is appointed by the director of the Division of Corrections. In addition, there is an industrial advisory board for prison industries consisting of the Director of Prison Industries as chairman, three members representing organized labor and three members representing manufacturing interests. These individuals are appointed by the director of the Department of Social Services. The board provides the Director of Prison Industries with advice and counsel on proper industrial planning and makes recommendations concerning the articles manufactured and the style, design, and quality of the articles.

The purpose of prison industries is to provide industries which are diversified in location and kind, which provide employment for all able-bodied persons in institutions under the control of the Division of Corrections, and which manufacture articles needed and used by any agency or institution of the state. The articles may

include materials to be used in the erection or improvement of buildings or in the construction, repair, or maintenance of highways, bridges, or culverts.

As prison industries are established, changed, or disposed of, due regard is to be given to the number of inmates in each institution so that the best service and distribution of labor may be served. Also, so far as practicable, prison industries are to be planned so that inmates shall be employed in occupations in which they will be most likely to obtain employment after their release.

Prison industries acts as a distributing agent for the manufacturing enterprises carried on in the prison with the authority to appoint agents or salesmen. Prison industries is allowed to serve only state agencies. Open market sales can be made only in cases of excess production. Each year a catalog of products is furnished to officers in charge of the offices, departments, or institutions of the state and its political subdivisions. These agencies then report to prison industries estimates for the ensuing year of the amount of supplies of different kinds to be purchased.

Prison industries is a self-supporting entity. It operates on a revolving account and must totally earn its own way. At the end of each year any profit that is earned by prison industries must be returned to the general fund of the State of Missouri. Up to 20 percent of the profit can be allocated by the state legislature to prison industries for expansion purposes.

Inmates working in prison industries earn more money than inmates working in prison maintenance or those in the educational system. Some jobs in prison industries are on an incentive plan. Others are fixed wages. The dominant goals of prison industries are to make a profit and meet production schedules. These goals are in conflict with other subsystems of the Division of Corrections and result in some conflict among subsystems.

Below is a listing of the factories currently operating in the system of prison industries.

Jefferson City:

1. Furniture
2. Warehousing and trucking
3. Clothing
4. Dry cleaning plant
5. Metal plant
6. Soap and detergent
7. Shoe and Glove
8. Products design

Moberly:

1. Metal signs
2. Printing and textbook salvage
3. Laundry

Renz Farm (women):

1. Shirt manufacturing
2. Quick print
3. Record conversion

From discussions with the director of prison industries, visits to various prison industries, and review of several documents related to prison industries the research team noted the following:

- The prison industries system has been hard pressed by the inability to hire additional personnel and is consequently experiencing a shortage of supervisory staff.

- There is a surplus of workers in some of the industry areas causing workers to "double up" on work aasignments. This appears to nurture poor work habits.

- There appears to be a greater need for coordination with the inmate classification team regarding the selection of candidates for prison industries.

- A change in the nature or function of prison industries would create a potential conflict in other areas of the prison (example: security and education).

- There appears to be a need for greater cooperation between prison industries and the vocational education programs of the prison.

- A large number of persons are sent to prison industries who are deficient in basic academic skills and/or general work skills.

- There is no follow-up to ascertain whether released inmates are placed or secure employment in occupations related to the specific training they received while in prison industries.

- There is an absence of classroom training prior to entering a job in prison industries. Its presence could potentially cut waste and inefficiency and would result in increased profit.

- Prison industries, limited by the legislature to a 20 percent profits expansion rate per year, is thereby limited in the amount of on-the-job training available to inmates.

- There appears to be very little coordination of an inmate's sentence and the training provided through prison industries.

- There is a need to supply inmates with both theoretical and practical experiences that can be addressed by ongoing contact between prison industries and vocational education.
- More on-the-job training certificates could be authorized under the auspices of the prison industries system.
- Prison industries provide a number of functions (security, education, etc.) that are not being recognized by the system because of the unique nature of industries' financial situation, and their emphasis on production.
- Job placement in prison industries has very little to do with the inmate's personal (individualized) development.

In summary, there is a lack of articulation and coordination between the programs existing in vocational education and prison industries. Prison industry, especially, could provide a more complete and effective job training experience through closer articulation with vocational education.

6. Linkage to Community Programs and Services

In response to a survey questionnaire, half of the vocational instructors felt that community resources could be used for their class. However, it would appear that this does not mean that half of the instructors use community resources. Some do; some have tried without success; some think they would be appropriate, but have not attempted to use them; and finally, some do not think such use would be workable, and have not tried anything.

Instructors often operate in a vacuum, as the prison does not lend itself to innovations, professional peer

contact, work shop attendance, etc. The scope of any of the programs could be expanded by injecting some influence from the outside world. For example, tradesmen working in the community could come in to talk to inmates, giving them a more realistic perspective of what persons with their kind of training do, can expect to earn, may encounter in the way of problems, etc. Representatives from companies could likewise be brought in as resource persons. When asked to list the types of resources being used or that could possibly be used, teachers identified the following:

(1) Speakers/resource persons from community

(2) Field trips

(3) Utilization of unused materials/scraps from business and industry

(4) Demonstration of resources from commercial enterprises

There are a variety of educational resources around. Several nearby institutions (universities, trade schools, area schools) go virtually untapped. Much more involvement with the outside community would benefit both the staff and the prisoners, in that the staff would become more familiar with what is going on within its field, while the inmates would be exposed to the occupation from a noncorrectional perspective.

Another method by which the institutions can be linked with the community involves work-release and educational release for "non-dangerous" inmates. These programs receive only minimal use at this time.

7. Teaching

The research team was able to obtain information on backgrounds and teaching methodologies for 26 of the 29 vocational teachers in the Division of Corrections. The mean age for the teachers was 39 years old. Their mean salary was $905 per month.

Education. Twenty of the 26 indicated that they had graduated from high school; six indicated that they had not completed the twelfth grade. None of these teachers indicated that they held equivalency diplomas or GED's.

While 16 of the 26 attended college, only four completed a four year degree program. Among the the others:

-- 7 received from 1-30 hours college credit

-- 2 received from 31-119 hours college credit

-- 3 attended college for unknown periods of time

College is not the only prerequisite for teaching vocational education, but it is certainly an important one. The college experience provides the instructor with both skills and the techniques of communicating these skills to students. Degrees of any nature do not solely constitute a good teacher; however, one would be hard pressed to find such low educational levels in the public school system. Given the lack of formalized training for the teachers, these points would probably follow:

1. they have not had experience planning their teaching (curriculum and lesson plan preparation);
2. they have not been given a very wide variety of teaching techniques;

3. they do not have the necessary occupational and educational information necessary for adequate advisement of students with regard to job possibilities.

This is not to infer that the people teaching these courses are of inferior quality or that they should be removed from their positions and replaced by more educated persons. On the contrary, the great majority of instructors appear to be very much involved in the educational process, quite knowledgeable in their particular areas, and concerned with the students' development while in the program, and their job prospects upon release. Education in and of itself should not be confused with the quality of the personnel. It should, however, be evaluated as one very important component.

Sixteen of the 26 teachers surveyed had attended trade or technical schools. Six stated that they had graduated; eight more attended schools while in the armed forces, and did not indicate whether they had completed them or not.

Pertinent Work Experience. All 26 instructors had some type of work experience prior to their present positions.

-- 10 had 21 years or more pertinent work experience
-- 5 had 16-20 years of pertinent work experience
-- 5 had 10-15 years of pertinent work experience

-- 3 had 6-10 years of pertinent work experience

-- 3 had 5 or fewer years of pertinent work experience

This appears to be the strongest asset for the instructors in general. Twenty of 26 teachers had at least ten years of applied work experience, with ten instructors having more than 20 years experience. Thus, the instructors possess a large amount of practical information that no amount of schooling could compensate for. This experience may help the student to learn a variety of settings in which a particular skill can be utilized, the nature of specific problems that arise while performing the particular skill, and how to deal effectively with customers.

Previous Teaching Experience. Only seven of the 26 instructors had previous teaching experience, while 19 had none. Of the seven with teaching experience, five had gained most or all of that in the Armed Forces. Since the prison population is one of the most difficult to work with educationally, it would appear that this point is a weakness in the system.

Number of years teaching within Division of Corrections. The distribution of years of teaching within the correctional system is as follows:

0-1 years --------- 2 instructors

2-3 years ---------12 instructors

4-6 years --------- 3 instructors

7-10 years -------- 4 instructors

10-15 years -------- 1 instructor

Evaluation of Students. The evaluation of performance is carried on in all courses, and its nature is largely determined by the type of course. In certain courses, such as office practice, the several repair programs, and machine shop and welding, there are easily identifiable outputs, and the student can be judged on the basis of projects or the success of his repair jobs. In other courses, such as the service trades and horticulture, the instructor's evaluation is necessarily more judgemental.

About three-fourths of the instructors give written tests, often quite frequently, over information related to the training area, while the remaining one-fourth evaluate students strictly on the basis of performance. For the most part, a daily progress record for the student is not kept, but the instructor does manage to keep tabs on the student's performance through attendance records and testing.

Development of Curriculum. Fewer than half (45 percent) of the instructors have a curriculum that they work from. This may in part reflect that most of the instructors are from the ranks of business and industry, and have not had very much (if any) formalized training in teaching a course. This may be a need that has to be addressed at some point: how are the present teachers turned into better, more effective teachers, i.e., how are they best able to learn

how to teach. Several teachers have mentioned a need for more and more appropriate inservice training and workshops, and for professional updating of their knowledge. This may be a key area in which to involve several community resources, particularly universities and area schools.

Job placement activities. All instructors believed that there was a need for some form of placement system. Some teachers were frustrated, knowing that the people they train often do not get jobs even slightly reflective of their training. Further, they never know what happens to a person, unless he opts to write back, or he is returned to the correctional system. Instructors feel that somebody should be doing something about placement of trained workers, although they differ on what system would be most appropriate.

- 28% of the instructors felt Community Services or Parole should locate jobs for released inmates
- 24% believed that instructor input and advisement was necessary in placement
- 17% believed that some form of OJT experience in the community was necessary
- 14% believed that work release run by the institution was needed
- 10% felt that there was a need for job finders to hunt up job possibilities

Other placement alternatives suggested by instructors were: apprenticeship programs, coordination with employment

security, and release from institutions when a job becomes available (within reason).

Most (72 percent) of the instructors indicated a willingness to participate in job placement. Of those indicating such a willingness, however, only about one-fourth indicated that they would actually become involved in contacting employers in an attempt to place inmates. The remainder stated that they were willing to apprise potential employers of an inmate's skills and capabilities either through written recommendations or personal meetings, or that they were willing to counsel students with regard to job seeking procedures and techniques.

8. Equipment and Physical Facilities

The research team felt it necessary to evaluate the vocational education program on the basis of the instructional space and facilities available. A structured questionnaire was devised to elicit this type of information. The questionnaire is presented in Appendix 4.

Serious deficiencies were found in many facility-related areas over a substantial number of the programs. Of particular concern are safety considerations, with inadequacies noted in ventilation and exhaust systems, exits and safety zones, non-slip floor coverings, fire prevention and control, guard systems for power tools,

protective clothing and devices, and the availability of first aid supplies and services.

Overcrowding and the shortage of space is also a major problem. Over one-third of the programs reported deficiencies in office and instructional space, insufficient room for proper operation of machinery, and lack of facilities for the storage of potentially dangerous supplies.

Supplies and equipment were found to be deficient for as many as two-thirds of the programs. Especially troublesome was the problem of getting equipment repaired. Over half the programs were unable to obtain supplies, material, and repair services adequate to maintain continuity of instruction. Half the programs were also saddled with equipment which could be considered obsolete, and not relevant to current industrial processes.

The bottom line is, of course, the availability of money to upgrade the facilities. However, one must question what benefit can accrue to inmates who are being trained with obsolete equipment under inadequate conditions while being continually exposed to health and safety hazards. Spending the funds necessary to improve the facilities may have a payoff far greater than the expenditures in terms of benefits to inmates, and ultimately society.

9. Counseling Services

There is an overall lack of counseling services currently being provided to inmates within the Division of Corrections. When one considers that the foremost barrier to successful reintegration of inmates back into society is the inmate himself, then the lack of counseling services poses a major problem.

Most of the research indicates that prisoners lack an understanding of effective ways to gain satisfaction in their lives through legitimate means. In general, inmates have learned to focus on the most immediate consequences of their behavior. They are not accustomed to delaying gratification in order to meet well-considered long term needs. Thus, many inmates have difficulty in participating and benefiting fully from an educational endeavor whose primary payoff will be long term satisfaction in the job market.

Ryan identified a number of characteristics of inmates which contribute further to their lack of educational orientation in prison.

1. 85% are school dropouts.
2. Most lack job maintenance skills.
3. Nearly 40% lack real work experience.
4. They have a distorted sense of work and relationship values.
5. They have a low self image and a general lack of self discipline.

6. They have deficiencies in decision making, communication, occupational, and social relationship skills.

7. They are unaware of opportunities in the world of work and leisure.

8. They lack an understanding of their own capabilities and limitations.

9. They are unfamiliar with job-seeking techniques.[19]

Finally, there is the pervasive depersonalization of the prison itself which contributes to the lack of personal initiative on the part of inmates. Life is a game of survival in an institution where people are treated en masse, where personal needs for privacy are regularly violated, and where people are moved arbitrarily for purposes of institutional management. Inmates learn well how to survive in such a situation. Unfortunately, they learn little about being an effective human being in a free environment. Many ex-convicts wind up losing their jobs because some small problem (for instance, a "beef" with an employer) causes them to overreact. Without a job, an ex-convict begins the downward spiral back to the institution. It seems that there is an obvious need for a sort of "social education," i.e., learning about personal and inter-personal behavior in both a job and non-job setting. An increased emphasis of counseling services in these areas is necessary.

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[19]T. A. Ryan, loc cit, 1972.

Another problem is the lack of public relations initiative on the part of prison vocational education teachers and administrators to sell their programs to both students and staff. Most potential students do not get an orientation to the vocational education programs offered by the institutions except by word of mouth from other inmates or a quick introduction by their caseworker. There is little effort, system-wide, to acquaint new inmates with the nature of the programs and the potential benefits of enrollment. In several cases, inmates are selected on the basis of previous experience in a course area rather than potential need or interest in that area. This kind of recruiting is done by educational administrators and teachers who either want some experienced help or who want less trouble for themselves in classroom management.

10. Placement Services

The research team was interested in finding out about the nature of placement and follow-up services within the prison system. Each educational supervisor was asked to give the numbers of released inmates who were placed in jobs in both related and non-related areas (in regard to their vocational training). No educational supervisor was able to supply any number for either category. The implication from this response is that there are no systematic placement procedures within the system. Whatever placement exists occurs without input from the educational component.

Parole and Community Services are ostensibly responsible for job placement for the releasee. Their workers attempt, whenever possible, to locate jobs for a new releasee to assume upon entry into the community. This is no easy task, due to the nature of the job market, the releasee being an ex-convict, and the time-manpower demands necessary for this type of operation. The results are spotty, dependent on the aggressiveness of the local office and on the economic situation in the region.

The Community Services Program is a relatively new program with walk-in centers in Missouri's five largest cities. The Program's purpose is to provide a wide range of services to ex-offenders, including counseling and job search assistance. An evaluation made one year after it was started showed that inmates and prison staff alike were generally uninformed about the program. There was no useful orientation about the program prior to release.

Parole boards vary widely in effectiveness. One of the most effective is the St. Louis County Board, which has contracted with the Special School District (area vocational school) to offer special programs in machinist and nurses aide training for ex-offenders who are County residents. Another County Parole Board--Special School District project provides for a 4-week intensive "booster

training" program, which provides entry-level skills into maintenance-related occupations. This project has been plagued with low placement rates, apparently due to a very high demand for this type of job. Even at that, however, St. Louis County residents are being given opportunities that few other parolees enjoy.

11. Evaluation and Follow-up

An educational system needs to assess needs, set goals, and develop and implement programs to operationalize those goals. In addition, there is a need to measure the outcomes and conduct an evaluation. At present, the Division of Corrections does neither on a systematic basis.

To put it bluntly, there is no indication whether the vocational education program is beneficial or not. There is no systematic follow-up data on program graduates or on ex-offenders in general. Further, without clearly defined goals and measurable objectives, there would be no criteria by which to measure success, even if data was available.

Consider the data first. In the past, those offenders who served three-fourths of their sentences without parole were "commutated," and turned back onto the streets without supervision or continued contact. The prison would learn of their activities only if they were returned to the State Correctional System. Even here, there is surprising

difficulty in tracing inmates back to previous sentences. In addition, no reports related to recidivism are regularly compiled at all.

If it is impossible to follow "commutated" prisoners, such a problem should not exist with parolees, who are subject to regular visits with their parole officers. Data on jobs, wages, further education, and certainly brushes with the law should be easily forthcoming from the parole system. But, although presumably collected by parole officers, they are not reported to the prison system.

Since 1977, all released prisoners have had a reporting responsibility similar to that of parolees. Assuming the obligation runs both ways--that is, that the over-burdened parole officer can assist the ex-offender--this is a step in the right direction. The previous system assured that those most likely to need post-release supervision and aid, i.e., those who were unable to make early parole, would be the ones who did not receive it. The change also makes it feasible for the system to follow <u>all</u> of its releasees for several years.

It seems that, although rehabilitation and reducing recidivism are the stated goals, little is known about the role of vocational and other education programs in achieving those goals. This is not simply a Missouri

problem, but, nationwide. Again, lack of data prevents research from being carried out.

A more immediate goal of vocational education is to train people for employment. Yet, nothing is known about the post-release work record of vocational graduates as opposed to other inmates, nor is it known which programs are meeting with success in training inmates for work outside. It is rare that information about a releasee's post-release employment situation is available to the educational component. The instructor, then, trains what he might feel is a top-flight worker, yet never knows whether the person secured employment in the area of training (or secured employment at all). While feedback about trainees would be beneficial for instructors' satisfaction, as well as an incentive for other inmates, the more far-reaching aspect of a follow-up system is in terms of program evaluation. Output information is needed to assess whether the program is doing what it defines as its function. This information could be utilized in restructuring the goals and objectives of the program when the feedback warrants change. Without feedback, changes may be made without basis on fact.

Again, data is the key; but, an effort to conduct such a survey on a random sample of ex-offenders in conjunction with this project failed when the research team was unable to get names and current addresses of ex-offenders from the Division of Corrections.

Evaluation concerns not only follow-up, or outcome evaluation, but also process and program evaluation. Process evaluation involves an examination of the teaching, instructional materials and equipment, much as has been undertaken in this chapter. Program evaluation considers the effect of all program components (in this case, courses), and the relationship of the program to society.

This project has, in effect, served as a comprehensive evaluation, although data shortages have in some cases prevented as complete an analysis as could otherwise have been undertaken. However, in order for a program to be effective, it must undergo on-going evaluation on a regular basis. It is not unusual for social programs to spend up to 10 percent of their total budget on evaluation. A system which is responsive to the feedback which it receives from an evaluation can save many times that amount of money in direct savings and/or increased client benefits.

12. Research

Little, if any, research is conducted within the prison system. This appears to be characteristic of most prison systems: evaluation, research, follow-up, etc. generally come from outside agencies. The present Management Information System adequately accomplishes its limited operational tasks. However, it does not possess

the capability of generating summary statistics or providing any data in a form which can be used to answer research questions.

Conclusions

In conclusion, several major weaknesses of the vocational education program in Missouri prisons have been identified. The teachers, while possessing ample specific skill-related experience, are lacking in both formal education and teaching experience. This does not necessarily mean that they are bad teachers. But in this most difficult of teaching surroundings, it seems that improved levels of education and experience would be in order. A corollary to this finding is the low rate of pay. The $11,500 average for twelve-month employment is far below typical pay scales for experienced vocational teachers in the public schools. The ability of the system to attract highly qualified teachers must be questioned.

Equipment and materials are considered to be inadequate by most teachers as well as by the research team. This finding holds for all institutions.

Inmate selection procedures leave something to be desired. The most comprehensive procedures of screening and guidance appear to take place at Algoa and at Missouri State

Penitentiary where vocational teachers are involved with others in selecting students. The most arbitrary procedures, at least as seen by the vocational teachers, is at Moberly, where only non-vocational personnel are involved in both selecting and terminating students. It is fairly common practice at most institutions to, from time to time, assign inmates to programs in order to fill them, regardless of their vocational needs.

The organizational structure by which vocational education is subsumed under the Education Supervisor in each institution leads to several problems. For the most part, vocational expenditures are not separately budgeted or logged. This makes it difficult to know the cost of programs; in addition, vocational teachers often feel their programs are being slighted in comparison with non-vocational programs.

Decentralization was cited as a reason for the reorganization which resulted in the present structure. Yet, it is hard to see how decentralization can work to the benefit of vocational education programs in prisons. Not only are standards and procedures different in each prison, but there is no opportunity for coordination between programs at different institutions. Inmates are frequently transferred from one institution to another; yet, there is no opportunity to relate such moves to a progression of educational or training experiences.

Even within each institution, there is minimal opportunity for coordination among general education, vocational

education, and prison industry or institutional maintenance assignments. An exception is Algoa, where plans are under way to expand the pre-vocational courses into introductory courses required of all vocational program participants.

The low pay rate for educational programs serves as a powerful disincentive and, indeed, tends to limit voluntary participation in the programs to persons receiving income from the outside. If the purpose of prison is rehabilitation in hopes of preventing recidivism, education is probably the most important activity occurring. Participants should at least be paid the minimum industry wage--$20 a month--which is generally considered the minimum needed to survive in prison.

The programs tend to exist in a vacuum. Outside resources are often not considered to be available; where they are, they are seldom used. There are virtually no advisory councils. Occupational information and vocational guidance are seldom used, and job-seeking skills are not taught sufficiently. The institutions are locked into programs which offer relatively low employment opportunities. Inmates' expectations are unrealistically high in some cases.

There are no systematic guidance, placement, or follow-up services. Indeed, to a large degree, these vital components of a vocational education program are not offered at all. In addition, there is no on-going evaluation system and no data base with which to conduct one. There is, in

short, no way of knowing whether the vocational programs are successful, and what changes need to be made in order to make them more responsive to societal and market conditions.

The above observations notwithstanding, a majority of both instructors and students in the vocational programs hold favorable overall impressions. While one is tempted to ask, "compared to what?," it is nonetheless significant that morale is reasonably high. It indicates that, for all its problems, the program does have some basic strength.

V. A MASTER PLAN FOR PROVIDING VOCATIONAL EDUCATION IN MISSOURI PRISONS

Introduction

Most prison systems throughout the country state that the rehabilitation of the offender is a primary goal. However, because of a variety of problems such as poor funding, overcrowding, and public attitudes toward rehabilitation in prisons, the goals that often take priority are those related to the custody of inmates. Rehabilitation goals are considered only when the more pressing custodial demands are met.

For prisons to be effective, it seems imperative that the correctional system develop an overriding philosophy that explicitly states its priorities. From this philosophy would flow various goals and objectives.

If, in fact, rehabilitation of the offenders is the ultimate goal of the correctional system, comprehensive planning that insures the execution of this goal is necessary on a system-wide basis. Without such planning, the variety of programs and projects that are intended to facilitate change in the behavior of the offender wind up being operated without the focus, thrust and coordination that leads to success.

As presented throughout this study, vocational education is one element of such a comprehensive system of

rehabilitation in corrections. Other elements include custodial management, academic education, counseling, and institutional employment. The full benefit of a rehabilitation program will be realized only when it becomes a pervasive part of the total prison experience. This requires understanding and support from people at the various levels of the system.

Enlisting this support is a difficult task to be accomplished by the administrators of the correctional system. Generally speaking, vocational education programs can successfully be made part of this rehabilitative effort if the following criteria are adhered to:

1. They can be managed by those already working in the prison community.
2. They contain relevant educational materials for both guards and inmates.
3. They involve teachers or teaching systems which instruct in a positive manner.
4. They help the inmate make the transistion from inside "forced employment" to outside "productive employment".
5. They are flexible enough to adopt to prison schedules, space restrictions, and budgets.[20]

Moreover, the design of such programs in correctional education should take into consideration several special problems that can act as barriers to the success of programs:

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[20] Michael V. Reagen and Donald M. Stoughton (eds), School Behind Bars! A Descriptive Overview of Correctional Education in the American Prison System (Metuchen, N.J.: Scarecrow Press, Inc., 1976).

- Correctional education must appeal to students of all ages over 17.
- Correctional education must provide education at all levels from basic and remedial academic education, to vocational education at many different skill and aptitude levels, to college education.
- Correctional education must, therefore, fulfill academic, vocational, and social needs.
- Correctional education must be able to motivate inmates who frequently have histories of complete academic failure.[21]

In general, then, an optimal vocational education program should be comprehensive in nature, affecting inmates in a variety of their roles within the institution. It should appeal, on one level or another, to inmates with vastly different educational, motivational and age characteristics. It should be a program that emphasizes the relevance of all facets of education in such a way as to eliminate some of the artificial barriers which now exist between education and the world of work. It should be a program that is oriented to meeting the central need of inmates to find meaningful, appropriate and gainful employment upon their release. It should be a program that gives inmates, perhaps for the first time in their lives, an opportunity to explore their interests and abilities as they relate to the range of training possibilities open to them in the institution and to the large variety of career possibilities open to them upon their release. It should be a program that not only trains inmates for specific job skills, but

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[21]Roberts and Coffey, op cit, p. xiii.

also provides opportunities for learning the skills necessary to find jobs and continue successful employment once hired. It should provide systematic job placement services for those trained throughout the program.

This approach to inmate education requires an expanded point of view regarding vocational education. Specific skill development becomes the central emphasis in a broader picture of an inmate's occupational development. Interpersonal and consumer skills that relate to successful participation in daily life become additional areas to be emphasized. This enables inmates to plan for realistic and productive roles in society.

The object of this chapter is to review major findings with regard to deficiencies in the existing system, to outline the steps necessary to bring about a unified system of rehabilitation through vocational education and prison work programs, and to indicate the steps necessary to implement a program as described above.

Structure of the Vocational Education System

Under the present structure, the vocational program at each institution is under direct control of the general education administrator. The presumed advantages are in decentralization and in allowing for close coordination between academic and vocational programs. In reality, little advantage accrues to the vocational program. There

is no evidence of any systematic linkage between the academic and vocational courses, and vocational instructors often feel that their programs and budgets are not equally considered.

The situation is, in many ways, analogous to the status of vocational education in the public schools prior to 1968, whereby vocational teachers were supervised by high school principals. Largely as a result of complaints by vocational educators, area vocational-technical schools were set up, each run by a vocational director who is usually responsible to the district superintendent.

Several models for structuring vocational education in correctional institutions appear to have advantages worthy of consideration. Most intriguing, perhaps, is the Iowa State Prison campus of the South East Iowa Community College at the State Penitentiary in Ft. Madison. There, the entirely behind-the-wall facility is one of three full-fledged branches of the three and one-half county college district. Over 140 twelve-week vocational and associated general education courses in nine vocational and seven support programs are offered--this is far in excess of the Missouri offerings despite Missouri's larger population. Although the idea is appealing, it is, perhaps, not too practical for Missouri. For one thing, the level of state support of post-secondary education is low, with most community college districts being primarily locally

supported. Inclusion of, for instance, Moberly Training Center vocational education courses in the Moberly Junior College district would be an unconscionable burden on the taxpayers who support that district. In addition, the overcrowding of facilities as they now exist would make it difficult to supply a sufficient amount of vocational education at any one site.

A second possibility is to not provide vocational education within the penal institution at all, but to offer a combination of post-release education as part of the parole or community services systems and educational-release programs. The latter would be similar to work-release, with inmates attending classes outside the prison by day, returning to custody by night. These methods would have the advantage of using existing instructional facilities outside the prison system and thus adding greatly to the available program options.

A third method, used by several states including Texas, Connecticut, and Illinois involves setting up a special school district for the prison system. Such a district is not without precedent in Missouri, given the Special School District of St. Louis County, which was organized to provide both vocational and academic instruction full-day to students at two area vocational schools. Under this system, the Director of Vocational Education becomes, in effect, a superintendent, while vocational coordinators at each institution become vocational directors

as in area vocational technical schools. The advantages in terms of state reimbursement are substantial: 50 percent of salaries and other expenses are reimbursed to area vocational schools. This would allow for some much needed expansion and facilities upgrading at a cost that would be smaller than otherwise anticipated. Considering the alternatives, it is recommended that the Division of Correction in Missouri seek to implement a combination of the second and third methods.

Specifically, it is recommended that:

RECOMMENDATION 1: The correctional vocational education system in Missouri should organize as a special school district.

RECOMMENDATION 2: A system of educational day-release should be instituted to allow non-dangerous prisoners to participate in existing public vocational education programs or CETA employment and training programs.

RECOMMENDATION 3: Post-release educational programs, specifically directed at parolees should be instituted. Programs should be geared specifically toward the ex-offender where concentration of interest is sufficient.

Philosophical Aspects

Vocational education philosophy in the prisons is somewhat vague. There is no coordinated institutional philosophy, no goals, objectives, or evaluative criteria for either programs or courses. It is most difficult to ascertain whether the correctional system is accomplishing its objectives.

Vocational education is one major component of a rehabilitative approach to corrections. If the purpose of the institution is to attempt to change inmate behavior in a positive direction, rehabilitation in general and vocational education should be given a high priority. A major issue to be decided is simply whether rehabilitation is in fact a major goal; if it is, the correctional system must be prepared to carry out a variety of changes that would be supportive of a rehabilitation philosophy.

But first it will be necessary for the corrections system to define precisely what it is referring to as "rehabilitation". The system should specify what it intends to do, how it intends to do it, how it plans to measure outcome, etc. Operationally defining rehabilitation may lead to a better focus, while decreasing some of the negative feelings engendered in some people by the word "rehabilitation".

To clarify goals, the following is recommended:

RECOMMENDATION 4: Overall philosophical goals regarding the role of vocational education in corrections should be developed by vocational administrators and adopted and supported by top prison administration.

RECOMMENDATION 5: Each vocational program (subject area) should develop philosophical goals. The philosophy should be the same for a given program at each of the institutions at which it is offered.

Program Planning, Evaluation and Administration

At present, the total number of programs offered is inadequate. Moreover, those programs that are offered are often not reflective of the job market for ex-offenders. Also, programs are often too job-specific, leading the inmate to false expectations regarding the probability of future employment. Therefore, it is recommended that:

RECOMMENDATION 6: The total level of effort in vocational education should be doubled over the next five years.

RECOMMENDATION 7: Program offerings should be expanded in the following clusters:

1) *Construction*
2) *Manufacturing*
3) *Business and office related occupations*
4) *Personal services*

Each program should include at least two introductory courses and at least one course geared to a more specific area.

There is presently no standardized way that the vocational education courses are evaluated. They continue with little change except for what the instructor feels is necessary. Evaluation, however, cannot be adequately discussed without stressing the need for program goals and objectives, curriculum development, and institutional methodology. The correctional system will need to better develop the superstructure around which the vocational courses are built (objectives, curriculum, etc.) and then devise operational methods of assessing the effectiveness of the programs. Program evaluation should be periodic, ongoing

and meaningful to program, instructor, and inmate. Thus, information obtained in evaluation is fed back into the system, with change occurring as a product of the evaluation.

A related problem is that inmates are entering programs knowing little more about them than the title. There is no indication as to exactly what type of work they will be qualified for upon completion, and no record of the success rate of past students in finding related jobs. There is some indication that inmates' expectations of the benefits from vocational programs are unrealistically high. Written objectives based on previous levels of success would help inmates develop a more realistic understanding of the benefits of the program.

> *RECOMMENDATION 8: Each program should have clearly stated, measurable objectives based on past performances, and follow-up data. Through competency-based testing and other methods, continuing program monitoring should be undertaken.*

> *RECOMMENDATION 9: The entire vocational education program should undergo regular evaluation. Program outcomes and the relationship of programs to the outside world should be monitored annually. A complete program evaluation should be conducted once every 5 years.*

Students in both academic and vocational education receive from $5.00 to $7.50 per month for their participation in those programs; a worker in one of the prison industries, however, receives anywhere from $20 to $50 per month. This disparity does a disservice to education by screening out motivated students who must opt for Prison Industries in order to maintain an equitable standard of living within the

institution. Some sort of readjustment of "salary" for those persons in education would seem to be in order, so that education can compete with Prison Industries for motivated people. In society financial incentive is a strong motivator. There is no reason to think that a application of this incentive would not work in prison as well.

RECOMMENDATION 10: Inmates in educational programs should be paid an allowance equivalent to the wage offered to workers in prison industry and institutional maintenance.

Resistance to educational opportunities and other rehabilitation programs often lies in the belief that persons who break the law should not have extra opportunities that others do not have. When inmates are being trained for better jobs than prison guards and other corrections personnel presently hold resentment can build to the degree that prison personnel will attempt to make it difficult to conduct such programs. Offering self-improvement opportunities to these people would help to alleviate this situation.

RECOMMENDATION 11: Vocational education programs for inmates should also be open to prison guards and other corrections personnel.

Inmate status magnifies the problems women normally have in competing in the job market. Many corrections personnel believe that rehabilitation is either not possible, or not necessary for women prisoners. Traditional role-concepts of women, among both correctional personnel and

incarcerated women assure that what training is available will be in traditional, low-reward occupations. The small size of the women's facility further increases the problem.

RECOMMENDATION 12: Program offerings at Renz Farm should be increased. The presence of resident male inmates should make Renz an ideal location to offer programs which could be equally applicable to the interests and job prospects of men and women.

RECOMMENDATION 13: To the degree that it can be accomplished without a severe security problem, female inmates with aptitudes and interests in occupations related to vocational programs not offered at Renz but offered at another nearby institution should be given the opportunity to enroll in such programs.

RECOMMENDATION 14: All correctional personnel involved with the rehabilitation of female prisoners should be fully sensitized to the subtleties of sexism, and should be aware of opportunities for women in non-traditional occupations.

Linkage with Prison Industries

Greater coordination between Prison Industries and the vocational education program appear to be necessary. Since they share some of the same goals, it would seem that they could work jointly towards their accomplishment. For example, if an inmate receives a particular type of vocational training, he should be "graduated" into a job that would call for the types of skills he has mastered. If placement services are developed, both components should be able to supply eligible trainees.

The present system of on the job training (OJT) in prison industries could be improved in a number of ways, the end result being the creation of training positions within the institution that better approximate the real world. Current OJT often represents nothing more than institutional maintenance and offers the inmate little in the realm of "real" work experience. It could be argued that any type of work experience can be valuable in teaching work skills and atitudes; however, the experience becomes less valuable when the transferability of what the inmate has learned is low.

The corrections system should:

(1) look at the present OJT situations within the institutions, and assess whether these positions serve a training or a maintenance function. If they are not actually training positions, work should be done to make them so.

(2) explore the kinds of situations within all the institutions that could be converted into viable OJT positions. Staff may be able to perceive the parallels between an inmate's duty within the institution and a particular job or job group in the outside world.

Given the limitations of structured vocational training, any additional source of meaningful training would be welcomed.

The present system is grossly overcrowded. One outcome of this is that there are too many inmates for a fixed number of jobs (prison industries, OJT, etc.). This has caused doubling up on jobs, reducing the amount

of time each person works. One consequence of this is that the inmates have a greater risk of learning negative work habits—when two people are assigned to do a one person job, the worker may form an erroneous impression of the outside work world. This problem would appear to be of considerable importance, as it has been shown that the failure to learn positive work habits is a major factor in recidivism.[22]

RECOMMENDATION 15: The structure of prison industries should be made more flexible in order to allow for short-term internships and half-time training in conjunction with vocational education. This, of course, applies to only those industries and maintenance services that are related to vocational programs.

RECOMMENDATION 16: In those prison industries that participate in the vocational education program, every effort should be made to avoid overcrowding and overassignment in order to more nearly approximate the workplace.

Instruction and Support Services

In general it seems that teachers are underpaid, undereducated, and inexperienced as teachers. Most have had no special training for dealing with inmate populations. Facilities are uniformly outdated and often irrelevant to the modern workplace.

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[22]George A. Pownall, Employment Problems of Released Prisoners (College Park: University of Maryland, 1969), p. 20.

RECOMMENDATION 17: Current teachers should undergo extensive in-service training in order to upgrade their competencies with respect to:

- *teaching techniques*
- *planning courses and lessons*
- *special problems of teaching the incarcerated*
- *sensitivity toward minority populations*

RECOMMENDATION 18: The pay scale should be upgraded and structured so as to provide competitive wages for experienced vocational teachers.

RECOMMENDATION 19: Equipment should be upgraded. Obsolete equipment should be scrapped.

RECOMMENDATION 20: An analysis of courses should be conducted to determine whether techniques being taught to inmates are in fact used beyond the walls.

RECOMMENDATION 21: Managers of prison industries related to vocational education should receive in-service training to allow them to function as part-time instructors to vocational education students assigned to industries.

The Missouri prison system does not utilize many technological devices in the educational process, particularly in vocational training. For example, there is no videotaping. Videotaping a person in a work situation role play may be a viable method of educating the inmate in regard to both occupational and social skills. While specific equipment may not be owned by the Division of Corrections, contractual agreements with various agencies such as the State Department of Education could be arranged. Other forms of technological (educational) devices could include closed circuit T.V. "tap-ins" to other instructional agencies' technological education.

RECOMMENDATION 22: Modern technology should be instituted to aid in teaching, where appropriate.

Student selection is at best a haphazard process. In most of the institutions, there are no stated prerequisites for courses and no attempts to match interests and aptitudes with vocational programs. Assignment to a program is primarily dependent on the availability of training slots.

Selection procedures for program participation are very rudimentary. The team assigns the person, and the teacher decides whether the person would work out in the class, largely through conversation with the inmate. Most of the vocational instructors have indicated that they would like to have more control over who comes into their classes, so as to keep out the unmotivated and poorly functioning student. A better method of selection for programs could be devised using interest and aptitude tests, interviewing potential students, and evaluating their academic status in order to match persons and programs.

RECOMMENDATION 23: Interest and aptitude tests should be used in determining vocational program assignments.

Counseling services are almost entirely lacking throughout the system, from pre-enrollment to job placement. There presently are no services that deal with occupational and guidance counseling. Some rudimentary screening (testing) is done when an inmate enters the system, and sometimes further evaluation is done when a person reaches the institution where he will carry out his sentence. Most inmates have very little idea as to their vocational interests and abilities. Likewise, they have little or no idea as to

what skills are necessary for particular fields, the types of jobs that can be done with particular skills, the current job market, etc. Courses like "Occupational Information" could be "packaged" and delivered at each institution.

No comprehensive placement services exist at this time. Any placement that does occur results from an individual instructor's initiative. It is quite illogical for a system to train inmates in order to improve their success in the community, and then have no connecting mechanism with the work world. Even if a releasee is not placed in a job consistent with his training, placement assures the person of at least temporary work upon release.

A possible solution is to coordinate parole, Community Services, education, Prison Industries and casework staff in an ongoing and systematic placement procedure. This systematic placement service would necessitate the involvement of a number of agencies and organizations from outside of the corrections systems. For example, the Division of Employment Security could be involved; also, the corrections system could approach the business/industrial community in an attempt to secure employment possibilities. Placement could be begun while an inmate is still confined. An excellent example of this pre-release job search from the institution exists within the Oregon correctional system. There, institutions have terminals of a computer-based Career Information System that provide general and

specific information regarding the work world and details of jobs. The correctional system has the services of full time Employment Division counselors, and receives daily listing of openings, monthly and quarterly reports, and trend predictions. Thus, we see a program being developed through ccoperative effort between corrections and outside agencies that begins its function before the releasee is returned to the community.

Findings from a follow-up study of vocaticnal training in California's prisons support the need for some form of systematic placement procedure. A follow-up of 1800 parolees released between 1970 and 1972 revealed that only about thirty percent secured jobs identical or related to their institutional training experiences. However, when the services of job placement coordinators were utilized, the placement rate in jobs identical or related to institutional training programs approximately doubled as compared to situations where paroled trainees secured employment through other sources.

RECOMMENDATION 24: Trained counselors should be hired for each institution. They should provide inmates with career and occupational information, assist inmates in selecing programs, and aid in job placement.

RECOMMENDATION 25: A placement unit should be established within the Division of Corrections. This agency should include persons from Probation and Parole, community service, industry, case-workers, and teachers and counselors. Placement services should be delivered to inmates through placement offices at each institution, to parolees through their parole offices, and to other ex-offenders through the community service bureaus.

There is a lack of treatment services for inmates with alcohol/drug abuse problems. Although the Department of Mental Hygiene is in the process of instituting some services within some institutions, and Alcoholics Annonymous works within Missouri State Penitentiary, the treatment facilities would appear to be outstripped by the scope of the problem. No amount of vocational training will increase a person's successful rehabilitation if that person is unable to function free of drugs or alcohol. Adequate treatment services should be viewed as essential to successful vocational training.

RECOMMENDATION 26: Improved treatment for alcohol, drug, and behavioral problems should be instituted for <u>all</u> prisoners. These services are essential for an inmate's rehabilitation.

Inmates tend to lack many job-seeking skills, including such basic skills as filling out applications and interview techniques, and inmate-specific skills such as convincing prospective employers that a prison record should not be held against them. These skills may, in the long run, be more important to the ex-offender's employability than the specific job skills he learns in vocational courses.

RECOMMENDATION 27: Instruction should be offered in job-seeking skills. This need not be a separate class, but could be integrated in regular vocational education instruction.

It can be argued that all the vocational training in the world cannot assist inmates in changing their behavior when they return to the outside. Job failures for inmates are more than likely products of behavioral problems rather than a lack of skills per se. There is a need to better identify those work-related behavioral deficiencies, and to discover training procedures to alleviate them. In addition, many inmates suffer from motivational problems, are unable to take a long-range view of their lives, and have difficulties in financial management, all of which make crime more attractive than "straight" work. The lack of any formalized individual or group counseling may help these problems to go unchecked.

On the other hand, many inmates apparently reject the suggestion that they have problems of this nature. Counseling, therefore, should be integrated with job-related activities, rather than conducted in isolation from them.

RECOMMENDATION 28: An intensive course in human relations skills should be offered as an adjunct to the vocational education program. The course should include workshops in solving human problems, demonstrations, discussions, role playing, and note taking. The course should not be mandatory, but certain inmates should be strongly encouraged to participate.

RECOMMENDATION 29: All vocational programs should contain instructional units or teaching methods that will include job-seeking and personal and financial management skills and will aid the inmate to address job behavior problems. These need not be separate classes.

The ultimate success of a program can be measured only by knowing what effect it had following release. No systematic follow-up is now undertaken.

RECOMMENDATION 30: Following release, inmates' work and criminal records should be kept track of to the greatest possible degree. Information collected by probation and parole should be submitted to the Division of Corrections on a regular basis. Inmates' post-release records should be matched with their institutional experiences to determine the effectiveness of various programs.

Articulation

Articulation between the corrections vocational education system and the outside world is lacking. Admittedly, this is a very difficult problem but there are several key areas in which contact could be established or improved.

The vocational programs might be improved if advisory committees were established. Very often, the vocational instructor is working in professional isolation, without input from colleagues in either the educational or industrial communities. These committees could serve to keep the vocational instructor up to date in technical and educational developments, as well as provide outside resources to be utilized inside the institution.

The corrections system does not appear to utilize many of the potential training resources available. For example, most institutions are located near some noncorrectional training facility (college or university, junior college, technical school, area vocational school, etc.).

These offer personnel, facilities, and/or resources that could be incorporated into vocational programs. The Division of Corrections should thoroughly investigate all of these possibilities as training options. Services could be brought into the institution by the outside agency, or selected individuals from the institution could be transported to the agency for training. Due to the apparent sensitivity of this matter, considerable liason work would be necessary, as both correctional system and outside agencies may be reluctant to establish working relationships.

The existing work release programs could be expanded in all institutions in which it is now operational, and should be made operational in those institutions where the programs are not in existence. In order for this to occur, more placement possibilities would have to be identified and the institutions would need to make alternative provisions to support increased work release arrangements. Options and alternatives using a combination of vocational training and work release could be devised. For example, an inmate might go through a particular training program, and then be placed in a work release position that corresponds to the training received. A similar arrangement could be utilized with persons receiving OJT.

The present vocational education system is structured around programs that have existed for some time within the institutional setting. The training currently provided may

not be valid, given the changes in the economy, job market, and technology. One possible solution for adding new programs is to consider the possibility of contracting specific program services with outside contractors for fixed periods of time. In this way, jobs that correspond to the current labor market demands could be offered without committing the system to purchasing the necessary equipment, instructor services, etc. Services of this nature could be shipped around from institution to institution, and could be changed periodically to correspond to labor market changes.

Business, industry and labor unions have not been involved in the training or placement of inmates. They could supply a variety of services presently nonexistent in the prison system. For example, businesses could come into the institution and devise OJT programs that approximate real world activities. The private sector could supply trades persons who could function as criterion-based evaluators from outside the system.

RECOMMENDATION 31: Advisory committees should be formed to assure the appropriateness of the curriculum and methodologies and to build linkages with the outside business community.

RECOMMENDATION 32: Where it is difficult to provide certain needed programs, contract vocational education should be explored.

RECOMMENDATION 33: Community resources, both educational and industrial, should be utilized wherever feasible. This might include visits (in either direction), use of facilities, or use of personnel as part-time teachers.

RECOMMENDATION 34: The work-release program should be expanded in all institutions.

Budgetary Considerations

Up to this point very little has been said about finances. There is a reason for this. Unfortunately, usable budgetary information was not available. Since a change-over in the fiscal system in 1974-75, detailed information on vocational education program costs--indeed, even a total for vocational costs--have not been forthcoming.

It is estimated that in 1973-74, about two-thirds of the money allocated to vocational education went for personnel, while the remaining one-third was split evenly between operating costs and equipment purchase and replacement. This translated into about $40,000 for equipment. As indicated in the previous section, the obsolescence of equipment is a major inhibition toward providing quality vocational education. Its replacement will no doubt cost many times what normal expenditures run. Yet, there is no long-range planning with regard to equipment upgrading and estimated cost.

RECOMMENDATION 35: Detailed budget information should be collected and made available to vocational education administrators in a form conducive to determining costs for each program. Standard cost-allocation procedures used by the Missouri State Department of Elementary and Secondary Education should be used.

RECOMMENDATION 36: An inventory of facilities should be undertaken. Vocational teachers and industry experts should have maximum input into estimating replacement costs and degree of obsolescense.

RECOMMENDATION 37: The inventory process should result in a prioritized "equipment needed" list for each program. Such a system could then be used to plan for the replacement and purchase of equipment.

RECOMMENDATION 38: Equipment costs--past and expected--should be used as one factor in determining which programs should be offered.

Aside from accounting problems, corrections vocational education suffers from a common malady--too little money. Further, some available money, such as CETA funds, are earmarked toward certain populations. Thus, funding sources begin to dominate other areas such as inmate selection procedures. The solution lies in acquiring enough general purpose funds to be able to provide equal opportunity to all inmates. While, given the recent trend of public thrift and general lack of sympathy toward prisons and their population, this is obviously a difficult task, there do appear to be some potential funds which are untapped.

RECOMMENDATION 39: The incorporation of the vocational education system into a special school district will entitle the system to receive additional resources from the state (see Recommendation 1). The money freed up by this reimbursement could be used in program expansion and equipment replacement.

RECOMMENDATION 40: The special school district should aggressively pursue federal and state discretionary funds for special vocational education programs.

RECOMMENDATION 41: The Division of Corrections should identify new sources for products made by prison industries. Accordingly, it could then expand the industry based vocational education system.

The expansion of prison industries would bring added income into the system. Much of this would initially be offset by the capital costs of expansion. However, it is likely that before long the amount of income brought in would cause the one-million dollar revolving fund limit to be exceeded. Legislative action would be necessary in order to prevent this money from being returned to the state's general fund. However, a possible justification for the expansion would be the earmarking of extra funds for vocational education. This, in turn, would bring about a closer linkage between vocational education and prison industries (see Recommendation 15). A side effect of expansion of prison industries would be a decrease in the overcrowding cited in Recommendation 16.

RECOMMENDATION 42: Prison industries should be expanded, with increased profits being used to support vocational education.

RECOMMENDATION 43: In order to facilitate the above recommendation, the Division of Corrections should petition the legislature to raise or remove the ceiling on the Division's capital revolving fund.

Finally, more aid is needed from the state. To this effect, it is recommended that:

RECOMMENDATION 44: Division of Corrections officials should maintain an aggressive posture in promoting the benefits of rehabilitative programs in general and of vocational education in particular to members of the legislative bodies and to the general public. Particular attention should be focused on conducting studies indicating the cost-effectiveness of an improved rehabilitative program.

Systems Planning

The implementation of a significant portion of the above recommendations will result in a major improvement of the system as a whole. However, the recommendations alone will not guarantee the individual inmate the maximum opportunity to avail himself of the programs.

The need to keep track of each inmate is paramount. To this effect, the establishment of an inmate management information system, which would track the progress of the individual through the rehabilitation program, is proposed.

The system could be used in this manner. Each prisoner, upon entry, would have a file started, containing pertinent demographic data. Vocational interest and aptitude tests would be administered at the diagnostic center. A specialized needs analysis questionnaire--perhaps a shortened version of that used in this project--would be administered. A counselor would then be assigned. Based on interests, expressed needs, and aptitudes or pre-requisites, a tentative program of institutional experiences would be drawn. This would include a variety of work and educational experiences--but the key would be that they would be interrelated. The inmate would have a master plan that he could attempt to follow, rather than drifting through a series of unplanned, unrelated experiences, as many do now.

The plan would then be approved by the classification team, as now. But the difference is that it would be a

long-range plan, not just an immediate assignment. The key to the system is the management information system. It would allow counselors and classification team members easy access to inmate records. It would enable planners to predict future enrollment demands some time in advance, and enable the classification team to ascertain whether space will be available to allow the assignments as requested, and to make adjustments if necessary.

The system could be used to ascertain the need for, and keep track of receipt of support services, such as career counseling or alcohol abuse treatment. Following release, follow-up records from probation and parole (see Recommendation 30) could be incorporated into the system.

Program location is a major problem. Presently, an inmate's range of choice is limited by his institutional assignment, in some cases to as few as one course. A lack of interest or aptitude in the area offered will result in the inmate being deprived of any vocational educational opportunity.

The problem is inseparable from two of the biggest problems in prison in general--overcrowding, and the dissonance between stated philosophy and actual policy. Philosophically, the system should work like this: The newly convicted felon is, likely as not, considered dangerous and assigned to a maximum security prison. As he adjusts to prison life, and begins the road to

rehabilitation, he becomes less of a threat and is assigned to a medium security facility. From there, he progresses to a minimum security facility, where he may be in a work-release program which takes him outside the prison. Finally, deemed to be no longer dangerous, he is paroled, or placed in a halfway house. Of course, if at any point the inmate acts in such a way as to indicate the need for more control, he can be transferred back into a higher security classification.

In reality, it doesn't work like that. Most Missouri prisoners are housed at the maximum security Missouri State Penitentiary. Many are released from there--an admission in itself of the failure of the system. One reason, of course, is the overcrowded status of the prison system, which does not allow for the flexibility to move prisoners into the facilities which best suit them. Unfortunately, many persons housed at Missouri State Penitentiary are not in need of maximum security confinement.

This presents a dilemma in the delivery of vocational education. The largest inmate population, and hence the widest program selection is at Missouri State Penitentiary. Yet, it would be a powerful disincentive to force an inmate otherwise entitled to a less foreboding institutional assignment to be transferred to Missouri State Penitentiary for the purpose of taking the most suitable vocational education course.

The ideal solution--whereby prisoners are truly assigned to institutions according to their security needs--is obviously not forthcoming. It would require a massive building program far beyond the proposed expansion. However, in order to be able to improve options with respect to vocational education delivery, the penal system must be able to tie an inmate's vocational needs to his institutional assignment.

The existence of an Inmate Management Information System would make it feasible to relate vocational program assignments to institutional assignments based on security considerations. Again, it is assumed that an inmate whose rehabilitation is successful will progress from maximum to lower security prisons, to work-release, halfway houses and parole, and paralled structuring of programs presents itself as a possible solution. Basic introductory courses, such as those given at Algoa, and introductory cluster courses at maximum security institutions can be offered, with advanced courses at lower security locations. Thus, an advancement from "Introduction to Building" to "Intermediate Electricity" might accompany a transfer from Missouri State Penitentiary to Moberly. The Inmate Management Information System would provide prison officials sufficient lead time to coordinate the transfer with the course change. Completion of two or three advanced construction courses may be followed

up by work-release assignments in the field. Placement officers would assist in finding permanent work at the time of parole.

Some inmates will need to remain in maximum security for their entire sentences. While these people are probably poor rehabilitation risks, they nonetheless should not be deprived of vocational education (assuming proper interest and aptitude). It is obvious that different occupations require differing amounts of social skills and public trust. This presents a second way in which programs can be divided. Those programs leading to occupations requiring the least social competencies could be offered in their entirety at the maximum security prison (They may also be offered at lower security institutions.) Certain programs in the manufacturing trades cluster might be examples. Conversely, some programs, such as medical support services, would be appropriate only for persons well socialized into a middle class value system. These may be offered exclusively at a minimum security institution.

Of course, there will be failures. Such is the nature of the prison system. Some inmates will fail courses, or be deprived due to the lack of opportunity for transfer to another institution to continue his program. In these cases, program modifications will have to be made. But, even considering the disruption that failure will bring to the system, it would represent an improvement over the somewhat haphazard system of job/educational assignments now in effect.

RECOMMENDATION 45: An Inmate Management Information System (IMIS) should be instituted in conjunction with a well-coordinated system of individual inmate program planning.

RECOMMENDATION 46: Institutional assignment should be coordinated with an inmate's vocational program. Institutional security policies and vocational programs should be coordinated so as not to force inmates into an unnecessarily secure prison in order to take an appropriate vocational course.

RECOMMENDATION 47: Courses should be distributed among institutions in a manner that reflects the following principles:

1. *As inmates approach release, many can be expected to require less security.*
2. *Persons with different degrees of socialization skills, as reflected in security classifications, can be expected to succeed in different types of jobs.*

The final set of recommendations concerns system planning and evaluation considerations. It is strongly recommended that the Division of Corrections set specific goals and measurable objectives, and collect data that will afford the opportunity to determine the degree of realization of these goals. To this end there is also the need for a regular in-house review that will evaluate the successes and shortcomings of the past year's performance and establish goals and objectives for the year to come.

In addition, it is advisable that outside evaluation of the vocational programs periodically take place. One method of accomplishing this would be to seek regular evaluation under the auspices of the Missouri State Department of Secondary and Elementary Education. Another would be to seek program accreditation from the North Central Association. It is probable that such an effort would, due

to the small size of the program and the limited facilities, not be successful at this time, but it should be considered for the future.

RECOMMENDATION 48: The Division of Corrections should conduct an annual in-house evaluation of the vocational education program. The evaluation should be tied into the development of detailed annual plans, and more general five-year plans, revised annually.

Evaluation data and labor market information should be used in the planning process.

RECOMMENDATION 49: The vocational education program should undergo regular outside evaluation from the Missouri State Department of Elementary and Secondary Education.

RECOMMENDATION 50: Accreditation is not recommended at this time; however, with the implementation of these recommendations accreditation may be feasible in the future.

Finally, there is a need for continuing research on everything from the adaptation of teaching methodologies to corrections to the relative benefits of certain types of programs in reducing recidivism. Little, if any, research is conducted within the prison system. This appears to be characteristic of most prison systems: evaluation, research, follow-up, etc. generally come from outside agencies. Missouri Prison System should examine their research capabilities, and attempt to utilize them in the vocational education (and many other) facets of their activities.

RECOMMENDATION 51: The Division of Corrections should continue to fund research into all issues related to vocational education in prisons, as well as increasing in-house research efforts.

APPENDIX 1

MEMBERS OF THE MASTER PLANNING COMMITTEE

Edward E. Haynes, Chairman
Acting Director, Missouri Division of Correction

Lawrence Aber
Director of Vocational Education Programs
Missouri Division of Corrections

Bob Asel
Director, Manpower Training Section
Missouri State Department of Elementary and Secondary Education

Jim Atteberry
Associate Director
Office of Vocational Education Research, University of Missouri

Alan Aubuchon
Assistant Director
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Jerry Bolin
Director of Program Services
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Jerry Christian
Manpower Planning Assistant
Missouri Office of Manpower Planning

Ron Egger
EDP Systems Analyst
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Gail Hughes
Chief Supervisor, Missouri Board of Probation and Parole

David Miller
Director of Planning
Missouri Division of Corrections

Rod Miller
President, Rural Missouri Incorporated

James Pershing
Professor of Education
University of Indiana

Honorable Jim Strong
Missouri State Senator

Lewis Welker
Director of Inmate Education
Missouri Division of Corrections

Irving Whitehead
Acting Director
Missouri Office of Manpower Planning

APPENDIX 2

NEEDS ASSESSMENT SURVEY

VOCATIONAL NEEDS ASSESSMENT FOR A CORRECTIONS POPULATION

THE PURPOSE OF THIS SURVEY IS TO FIND OUT WHAT YOU FEEL YOU NEED IN THE AREA OF VOCATIONAL EDUCATION. MOST OF THE ITEMS ARE DIRECTLY RELATED TO VOCATIONAL NEEDS. HOWEVER, SOME OF THE ITEMS ARE NOT. THE REASON FOR THIS IS THAT THERE ARE MANY PERSONAL AND FAMILY RELATED NEEDS THAT CAN AFFECT A PERSON'S SUCCESS IN THE WORK WORLD. FOR THIS REASON, SOME OF THE ITEMS DEAL WITH PERSONAL AND FAMILY RELATED NEEDS. SOME OF THE ITEMS RELATE TO YOUR PRESENT NEEDS IN THIS INSTITUTION WHILE OTHERS RELATE TO WHAT YOU FEEL YOU WILL NEED WHEN YOU RETURN TO YOUR LOCAL COMMUNITY. PLEASE READ THE ITEMS CAREFULLY AND CHECK THE BOX THAT BEST DESCRIBES HOW YOU FEEL ABOUT EACH NEED. ALL RESPONSES WILL REMAIN ANONYMOUS.

Vocational Education Research Office
University of Missouri-Columbia
May, 1977

GENERAL INFORMATION

AGE:	27.4

N	RACE	%
184	☐ Black	50.5
175	☐ White	48.1
5	☐ Other	1.4

N	LEVEL OF EDUCATION COMPLETED	%
5	☐ Less than 6th grade	1.4
9	☐ 6th - 7th grade	2.5
71	☐ 8th - 9th grade	19.8
112	☐ 10th-11th grade	31.2
70	☐ High School Graduate	19.5
86	☐ Some College	24.0
6	☐ College Graduate	1.7

N	ARE YOU CURRENTLY IN A VOCATIONAL TRAINING PROGRAM?	%
74	☐ Yes	19.6
301	☐ No	79.8
2	☐ Don't know	0.5

N	HOW MANY YEARS OF VOCATIONAL TRAINING HAVE YOU HAD?	%
135	☐ None	37.1
94	☐ Less than one year	25.8
84	☐ 1-2 years	23.1
51	☐ More than 2 years	14.0

N	WHERE WAS YOUR VOCATIONAL TRAINING OBTAINED?	%
90	☐ In prison	27.4
85	☐ Out of prison	25.8
57	☐ Both	17.3
97	☐ Neither	29.5

N	HOW MANY YEARS OF WORK EXPERIENCE DO YOU HAVE OUTSIDE OF PRISON?	%
37	☐ None	9.7
36	☐ Less than one year	9.4
74	☐ 1-2 years	19.3
66	☐ 3-4 years	17.2
170	☐ More than 4 years	44.4

N	WHAT WAS YOUR LONGEST PERIOD OF FULL-TIME EMPLOYMENT OUTSIDE OF PRISON?	%
25	☐ None	6.5
86	☐ Less than one year	22.3
110	☐ 1-2 years	28.6
54	☐ 3-4 years	14.0
88	☐ More than 4 years	22.9

GENERAL INFORMATION (Continued)

HOW MANY YEARS HAVE YOU BEEN IN PRISON (ANY INSTITUTION IN OR OUT OF MISSOURI)?

N		%
38	1- 6 months	10.1
35	7-12 months	9.3
86	1- 2 years	22.8
118	3- 5 years	31.3
52	6- 9 years	13.8
48	10 or more years	12.7

HOW MUCH TIME HAVE YOU SERVED ON YOUR PRESENT SENTENCE?

N		%
37	1- 6 months	9.8
66	7-12 months	17.5
129	1- 2 years	34.1
102	3- 5 years	27.0
29	6- 9 years	7.7
15	10 or more years	4.0

HOW MUCH MORE TIME DO YOU HAVE TO SERVE ON YOUR PRESENT SENTENCE?

N		%
56	1- 6 months	15.3
63	7-12 months	17.2
98	1- 2 years	26.8
74	3- 5 years	20.2
25	6- 9 years	6.8
50	10 or more years	13.7

HOW MUCH MORE TIME TO YOU HAVE TO SERVE BEFORE YOU ARE ELIGIBLE FOR PAROLE?

N		%
168	1- 6 months	49.0
50	7-12 months	14.6
30	1- 2 years	8.7
7	3- 5 years	2.0
2	6- 9 years	0.6
3	10 or more years	0.9
83	impossible to say	24.2

VOCATIONAL NEEDS ASSESSMENT FOR A CORRECTIONS POPULATION

For each statement mark the box that describes how you feel about the need.

Mean			(1) This is not a need for me.	(2) This need is slightly important to me.	(3) This need is very important to me.
2.12	1.	I need to be able to talk with members of my family more easily.	143 ☐	49 ☐	189 ☐
2.32	2.	I need to be more skillful in making decisions about my life.	93 ☐	73 ☐	215 ☐
1.80	3.	I need to improve my memory.	193 ☐	72 ☐	115 ☐
1.40	4.	I need to know how to fill out a job application.	287 ☐	34 ☐	58 ☐
1.85	5.	I need to improve my speaking skills.	165 ☐	101 ☐	109 ☐
1.99	6.	I need to understand the prejudices I might face on the job because of my incarceration.	153 ☐	80 ☐	149 ☐
1.69	7.	I need to improve my writing skills.	200 ☐	97 ☐	83 ☐
1.83	8.	I need to know how people feel about me.	177 ☐	88 ☐	113 ☐
2.08	9.	I need to know about various occupations and the jobs in them.	124 ☐	99 ☐	156 ☐
1.87	10.	I need to know how to deal with disagreements on the job.	162 ☐	101 ☐	113 ☐
2.45	11.	I need to know what jobs are available in the place where I will live after released from prison.	77 ☐	55 ☐	251 ☐
1.88	12.	I need information about financial aid for attending college.	176 ☐	70 ☐	132 ☐
1.61	13.	I need to be less critical of others.	215 ☐	97 ☐	66 ☐

Mean			(1) This is not a need for me.		(2) This need is slightly important to me.		(3) This need is very important to me.	
1.46	14.	I need information about requirements for high school graduation.	268	☐	47	☐	64	☐
1.97	15.	I need to know how to change things about myself that I don't like.	150	☐	92	☐	138	☐
2.13	16.	I need to know how the amount of education I receive (both academic and vocational) will affect the kind of life I lead.	122	☐	84	☐	172	☐
1.78	17.	I need to learn how to use my time on the job more wisely.	186	☐	92	☐	101	☐
1.78	18.	I need to accept criticism better.	175	☐	101	☐	93	☐
1.19	19.	I need to find out more about my own occupational abilities.	111	☐	84	☐	185	☐
1.69	20.	I need to be less nervous in taking exams or tests.	207	☐	81	☐	89	☐
1.80	21.	I need to understand why I act as I do.	193	☐	65	☐	117	☐
2.12	22.	I need to know how and where I can find information about occupations.	116	☐	103	☐	160	☐
1.88	23.	I need to learn how to manage my money when I am released.	180	☐	68	☐	133	☐
1.80	24.	I need to understand how other people influence my choice of an occupation.	178	☐	97	☐	104	☐
1.80	25.	I need to complete my GED.	210	☐	34	☐	135	☐
2.05	26.	I need to understand how my feelings influence my behavior	129	☐	102	☐	147	☐
1.87	27.	I need to begin preparing now for marriage and family life.	179	☐	70	☐	130	☐
2.04	28.	I need to learn a skill so I can get a job when I am released.	157	☐	54	☐	171	☐
1.68	29.	I need to know about testing programs for college entrance.	213	☐	74	☐	93	☐
1.71	30.	I need to improve my ability to get along with other people.	200	☐	93	☐	90	☐

Mean			(1) This is not a need for me.	(2) This need is slightly important to me.	(3) This need is very important to me.
1.83	31.	I need to know how to go about finding a job.	183 ☐	68 ☐	121 ☐
2.22	32.	I need to know where to find out about occupational training programs that might interest me upon release from prison.	102 ☐	87 ☐	185 ☐
2.27	33.	I need to become aware of the job possibilities for occupations that interest me.	89 ☐	92 ☐	189 ☐
2.09	34.	I need to learn different ways of solving personal problems.	121 ☐	97 ☐	135 ☐
2.03	35.	I need to know the rights and responsibilities I have as a worker.	129 ☐	103 ☐	141 ☐
1.75	36.	I need to develop leisure time activities.	184 ☐	93 ☐	93 ☐
2.09	37.	I need to understand the advantages and disadvantages of different occupations.	117 ☐	104 ☐	151 ☐
2.24	38.	I need to know how much education and training will be needed for the occupation I plan to enter.	96 ☐	90 ☐	186 ☐
2.03	39.	I need to get less "uptight" when things go wrong.	133 ☐	96 ☐	143 ☐
1.96	40.	I need to develop better job interviewing skills	146 ☐	95 ☐	132 ☐
1.55	41.	I need to understand more about sex and love.	235 ☐	64 ☐	70 ☐
2.08	42.	I need to know the requirements of my selected occupation.	127 ☐	84 ☐	158 ☐
2.24	43.	I need to know about a variety of occupations I could enter upon my release.	105 ☐	71 ☐	194 ☐
1.13	44.	I need to learn how my own values affect my choice of jobs.	121 ☐	80 ☐	170 ☐

Mean			(1) This is not a need for me.	(2) This need is slightly important to me.	(3) This need is very important to me.
2.19	45.	I need to know more about my responsibilities as a citizen (for example voting, income taxes, insurance, etc.)	115 ☐	78 ☐	186 ☐
2.08	46.	I need to find out more about my own occupational interests.	129 ☐	87 ☐	160 ☐
1.75	47.	I need to know how to handle pressure from my friends.	184 ☐	104 ☐	89 ☐
1.92	48.	I need to understand how my choice of a marriage partner will influence my life style.	175 ☐	60 ☐	143 ☐
2.10	49.	I need to recognize the ways that different occupations can bring me satisfaction.	117 ☐	107 ☐	153 ☐
1.65	50.	I need to be able to like myself better.	227 ☐	54 ☐	95 ☐
2.02	51.	I need to improve my ability to concentrate.	140 ☐	86 ☐	148 ☐
1.57	52.	I need help in dealing with a drug or alcohol problem.	250 ☐	31 ☐	88 ☐
2.08	53.	I need to know more about the skills necessary to work in different occupations.	123 ☐	96 ☐	154 ☐
2.32	54.	I need to know what job training opportunities will be open to me whem I am released.	95 ☐	66 ☐	217 ☐
1.86	55.	I need to learn to accept responsibility.	170 ☐	88 ☐	118 ☐
1.66	56.	I need to learn about the importance of being on time for work (after release).	223 ☐	60 ☐	94 ☐
1.87	57.	I need to develop my ability to follow through with a project, interest, or task.	171 ☐	84 ☐	122 ☐
2.04	58.	I need to know how the kind of job I have affects how I live.	131 ☐	98 ☐	147 ☐
2.22	59.	I need real on the job experiences to learn more about certain jobs.	104 ☐	85 ☐	187 ☐

Mean			(1) This is not a need for me.	(2) This need is slightly important to me.	(3) This need is very important to me.
2.34	60.	I need help in finding a job when I am released.	95 ☐	56 ☐	221 ☐
2.19	61.	I need to know how the education I get in prison relates to my future plans.	119 ☐	64 ☐	190 ☐
1.69	62.	I need to be able to read better.	199 ☐	89 ☐	85 ☐
2.10	63.	I need to learn more about a particular occupation.	117 ☐	97 ☐	156 ☐
2.25	64.	I need to develop occupational goals for myself.	99 ☐	79 ☐	193 ☐

APPENDIX 3

TRAINEES' PERCEPTIONS OF THE PROGRAM

It was felt that the inmates could provide a unique perspective toward evaluation of the vocational programs. To this effect, a questionnaire was developed and administered to inmates enrolled in vocational programs. One complete class from each of the programs at each institution was sampled. A total of 231 trainees responded.

A question by question analysis of the responses appears below. Most percentages are adjusted to take into account missing data.

1. Kind of job trainee wants when released?

-- 64% of trainees responded that they wanted a job that was related to the type of vocational training they had received.

-- 14% responded that they wanted a job in a vocational area different from that which they were trained in. Example: a man in a Building Trades program might want to become a butcher, rather than a building tradesman.

-- 8% were uncertain of the type of work they wanted.

-- 6% wanted professional employment unrelated to present training.

-- 4% desired further educational experience, either as a vocational or a college student.

-- 3% desired work in an unrelated subvocation.

With more than half of the trainees stating that they wanted jobs related to training, it appears that the programs are having a positive impact on the students. Students taking these courses may be expecting to be employed in these areas upon release--but many may be in for a disappointment. Expectations inconsistent with the job market may be indicated here. For instance, an inmate may think he can go out and become a welder and earn $6.00/hr. when he is basically trained to be a $3.00/hr. assistant.

2. What is the main reason you took this course?

-- 54% of trainees stated that they took the course because they felt that it would be useful in eventually obtaining a job.

-- 13% took the course because it was recommended by prison personnel. The question is whether such recommendations take into account the inmate's abilities and interests or whether the main consideration is to place everybody somewhere.

-- 11% stated they have had previous experience in the course area.

-- 6% stated that they felt that it would help them with an early parole.

-- 3% stated that their choice was the only one they could make.

-- 7% stated they took it for their own personal use.

Again, the responses indicate that the inmates appear to have a job orientation. This contradicts the stereotypic thinking about why prisoners do things (for example, to make themselves look good to the parole board). The results indicate that they are thinking about their futures.

3. How did the payment affect trainee's decision to take the training course?

-- 52% of the trainees indicated that there was no effect.

-- 26% stated that the pay was too low.

-- 2% stated that it was a positive factor.

-- 21% missing.

The wording of this question may have been confusing. In light of answers to other questions regarding pay, the results appear to state that 52% took the courses despite the low pay; 26% actually stated that the pay was too low; and 2% of the population was not affected at all by the pay. (These may have been inmates who did not need the money because they have people on the outside helping them out.)

Pay is a crucial issue. An inmate earns $5.00-7.50/month as a student, while he may earn $20.00-50.00/month as a worker in Prison Industries. He may have to choose not to go to school so that he can decently maintain himself by working in industry. The low wage for education may be perceived as showing that education (academic and vocational) is quite secondary to other, more financially rewarding stations within the institution.

3(b). Trainees' opinion of what a fair amount per month would be for training programs.

The mean response for all respondents was $19.05/ month.

4. Who is advising you about getting a job upon release?

-- 61% of trainees stated that no one was advising them about jobs when they got out.

-- 12% stated that family or friends were assisting.

-- 11% responded that their current teacher was advising them about jobs.

-- 5% stated that parole officer was doing this.

Others (11 percent) listed caseworkers, former employers, prison personnel, community organizations, and unemployment offices.

This points out the absence of any type of meaningful placement program. If there were some semblance of a placement program, more advisement would go on. As it is now, an inmate must help himself, or use the services of his family and friends to try and establish anything for himself prior to his release.

5. Has trainee been told how the course will help him get a job?

Yes: 66% No: 34%

-- If yes, who told trainee?

-- Of those that responded, 78% stated that the teacher was the one who had told them.

-- 5% stated it was prison personnel.

-- 10% mentioned others, including caseworkers, family/friends, parole officers, former employers, community organizations, and published data.

The teacher, obviously, is the key link between the inmate and the work world. Could there be other people who could serve in this capacity, such as a person from employment security? The teacher has responsibility for training students, and for giving them occupational information regarding the training; it may be necessary, however, to augment his role with others, thus giving the inmate a broader scope.

6. Do you know about the job opportunities available when this course is successfully completed?

Yes: 57% No: 43%

A. Does trainee know how much $$ he can earn when he starts out on the job?

-- For those that checked yes (83 respondents) they expect to start at a mean wage of $6.15.

B. How trainee got this information?

-- 61% left this blank

-- 15% stated that it was the teacher who informed them.

-- 10% stated that no one informed them.

-- 6% stated that it was family or friend.

-- 5% cited published data.

What stands out here is that some trainees actually expect to receive $6.00/hr. on their first job. At least two unrealistic assumptions occur: (1) they may feel that

they are trained as the actual tradesman, instead of assistants; (2) they may feel that their prison training entitles them to wages like $6.00/hr. when, in reality, most trained inmates do not get jobs in their training area, and very rarely start at such wages. These expectations are very dangerous among inmates, who may be sensitive to failure and liable to revert to deviant activities when what they expected from the "straight world" does not occur. Considerable education as to the realities of ex-offenders in the labor market may be in order.

7. Does trainee think training will improve his ability to get a job?

Yes: 87% No: 13%

A. Does trainee think that training will help him hold a job?

Yes: 85% No: 15%

B. Does trainee think training will assist him to advance on the job?

Yes: 89% No: 11%

The responses indicate again that a considerable number of trainees are viewing training as job-oriented, and are aware of their need to have something legal to do in the community. It also underscores the risk of not getting a job in his area. This high figure may indicate that inmates believe that what they do in terms of training in the institution has some usefulness in the outside world.

8. What level of skill does trainee feel he has obtained in the training course?

-- 54% of trainees feel they have obtained average skill.

-- 29% of trainees feel they have obtained above average skill.

-- 10% of trainees feel they have obtained very little skill.

-- 4% of trainees feel they have obtained superior skill.

-- 3% of trainees feel they have obtained below average skill.

These responses are fairly consistent with how the instructors responded to the question asking them to compare trainees' skill level with that of entry-level workers. Fifty-nine percent of the instructors rated trainees as average in comparison with 21 percent of the instructors rating them above average. Ten percent rated trainees below average. The inmate question was answered by people at all stages of training (beginning to end); this must be considered when making a comparison of inmate and instructor responses. Again, the trainee responses indicate that inmates may feel that there is some value in the experience, and that they are gaining skills that they feel may eventually effect their occupational and social well-being.

9. How many weeks has trainee been in particular training?

The mean response for weeks in the program was 13.5 weeks. Since the average time for program completion is approximately 24 weeks, this figure represents a halfway mark for responding trainees. These responses, then, might be subject to change for trainees who have completed the program.

10. How many months does trainee have before anticipated out date?

The mean response for this question was 12.4 months (for the 206 trainees who responded).

Commutation:	Yes:	43%	No:	18%	No response:	38%
Parole:	Yes:	48%	No:	11%	No response:	41%

These figures indicate the great uncertainty as to the inmates' knowing how they will be released.

-- If trainee indicated parole, does he think certificate he received for successfully completing training program will help in getting parole?

Yes: 71% No: 29%

Of those responding that they would be leaving via parole, 71 percent felt that the training program would assist in their obtaining parole. A general feeling picked up from prisoners in interviews was that parole boards look very favorably upon inmates who complete training programs, thus making it expedient for him to involve himself in vocational training. This phenomenon may have some effect in terms of student motivation, in

that the student may go through the motions, but not be involved or even interested in the training. This, in turn, relates back to screening procedures.

11. Does trainee think that the certificate he receives for successfully completing this training program will help him in getting a job?

Yes: 80% No: 20%

The job orientation of the prisoners is again apparent in this question. It indicates that vocational education, rightly or wrongly, is identified as a major vehicle toward readjustment in the community.

12. Does trainee think skills learned from training program can be used to get other jobs?

Yes: 64% No: 36%

This may indicate that inmates see transferability of skills to jobs other than those he is being trained for. It is important that teachers present this type of information to students in order for them to maintain as broad a job perspective as possible, since the likelihood of their obtaining a job in exactly what they were trained for would appear to be small.

13. Has trainee been advised of job possibilities other than jobs related to his training program?

Yes: 20% No: 80%

This response would seem to indicate that teachers are not providing the occupational information about alternative jobs that inmates need for increased chances of success in the community. Possibly someone from outside the institution needs to assist the instructional staff in

preparing inmates for the work world. For example, people from the state division of employment could address the inmates regarding other possible jobs they may be prepared for.

14. Are trainees satisfied with the quality of training?

Yes: 63% No: 37%

This can be viewed as a generally positive perception of the possibilities of vocational education on the part of the prisoners.

15. Has the trainee gained the following skills from the training program?

Comparisons between student and teacher responses are not hard and fast, as students' responses were made at a time prior to completion of the course, while teachers were asked about skills in terms of a trainee completing the course.

A. How to fill out job application forms.

Yes: 22% No: 43% N/A: 15%
No response: 20%

This coincides with responses from the instructor, with 24 percent of them stating that trainees acquire this skill from their course. This is felt to be a major need for inmates. Inmates without this type of basic skill are at a very early disadvantage in trying to secure employment. This should be a must for all trainees, along with role playing interviews and other things that can better prepare them for the outside world. Possibly a

mini-course in the interactional aspects of obtaining/keeping a job could be devised--use of video-tapes, employment interviewers from the business/industrial community could participate, etc.

B. How to work with other workers?

Yes: 74% No: 12% N/A: 5%
No response: 9%

This is an expected answer, and coincides with instructors' responses, which indicated that 79 percent were able to do this through what they had experience in the course.

C. How to work with an employer?

Yes: 71% No: 12% N/A: 6%
No response: 11%

This, too, generally coincided with the teachers' responses (79% yes, 17% no).

D. How to develop good customer relations?

Yes: 54% No: 22% N/A: 9%
No response: 15%

This is an area that could be incorporated under "interactions of working a job", using situations to sensitize trainees in dealing with "the straight world." This was not as strongly responded in the positive as it was by the teachers (69% yes, 14% no).

E. Good Work Habits:

Yes: 77% No: 11% N/A: 3%
No response: 9%

This is consistent with teachers' perceptions about this skill being learned (79% yes, 17% no).

F. Orderly work procedures:

Yes: 71% No: 13% N/A: 3%
No response: 13%

The inmates do not feel they have gained as much skill in this area as the teachers feel they have (86% yes, 10% no).

G. Dependability:

Yes: 62% No: 18% N/A: 8%
No response: 12%

Same pattern as for F. Teachers rate it 86% yes, 10% no.

H. How to work under pressure:

Yes: 62% No: 18% N/A: 8%
No response: 12%

Here it is the inmates who give a higher rating than the teachers, who respond 52% yes and 38% no. The teachers may feel a bit uncertain about the trainee's ability to work under the real pressure of an outside job. It is difficult to simulate the outside environment in regard to the demands of the job behind the walls.

16. Does trainee have a job upon release from prison?

Yes: 30% No: 29% No response: 41%

This is difficult to interpret, given the variation in time to release among trainees.

-- Of those that stated they did have a job (70 trainees), 39% stated that the job was related to their training; 33% stated that the job was unrelated to their training and lay in another vocational area; and 19% stated that the job would be in an unrelated subvocation.

-- Of those responding "yes", 56% stated that they were assisted by family or friends. All other sources of assistance were quite small.

17. Has the trainee completed other prison training programs?

Yes: 10% No: 54% No response: 44%

18. What should be done to improve the course?

Of the 173 trainees who responded to this open-ended question, the most frequently mentioned items were:

a) Better tools and equipment--103

b) More pay for students--64

c) Better teaching--34

d) On the job training--14

e) Longer training period--10

A total of 12 other items had fewer than 10 mentions each.

APPENDIX 4

EQUIPMENT AND FACILITIES

The research team felt it necessary to evaluate the vocational education program on the basis of the instructional space and facilities available. A structured questionnaire was devised to elicit this type of information. It was administered by the team members most familiar with vocational education facilities evaluation. What follows is a percentage breakdown related to the degree of adequacy. Twenty-seven of the twenty-nine programs were evaluated. One program had not been set up yet, thus no facilities evaluation could be made. One program form was not completed. The forms were very complete; only seventeen of the seventy-two questions had any missing data. All figures are rounded off to the nearest percent.

I. Physical Plant: Seventeen questions were listed under this heading.

1. Adequate lighting

Very adequate	7%
Adequate	67%
Less than adequate	26%
Very inadequate	0%

2. General ventilation

Very adequate	4%
Adequate	59%
Less than adequate	37%
Very inadequate	0%

3. Exhaust systems

Very adequate	0%
Adequate	26%
Less than adequate	56%
Very inadequate	19%

4. Well marked exits

Very adequate	0%
Adequate	56%
Less than adequate	41%
Very inadequate	4%

5. Doors open outward

Very adequate	4%
Adequate	72%
Less than adequate	12%
Very inadequate	8%
Not applicable or not observed	4%

6. Skid-resistant treatment on the floor

Very adequate	4%
Adequate	0%
Less than adequate	74%
Very inadequate	11%
Not applicable or not observed	11%

7. Marked safety zones

Very adequate	0%
Adequate	4%
Less than adequate	78%
Very inadequate	15%
Not applicable or not observed	4%

8. Grounded electrical service

Very adequate	4%
Adequate	92%
Less than adequate	0%
Very inadequate	4%

9. Dry powder fire extinguisher

Very adequate	0%
Adequate	15%
Less than adequate	70%
Very inadequate	15%

10. CO_2 fire extinguisher for electrical fires

Very adequate	11%
Adequate	30%
Less than adequate	48%
Very inadequate	11%

11. Spring lid metal containers for wiping rags

Very adequate	0%
Adequate	11%
Less than adequate	59%
Very inadequate	15%
Not applicable or not observed	15%

12. Trash dumped daily

Very adequate	7%
Adequate	89%
Less than adequate	4%
Very inadequate	0%

13. Absorball type materials for grease and oil on floor

Very adequate	0%
Adequate	26%
Less than adequate	15%
Very inadequate	4%
Not applicable or not observed	56%

14. No gasoline stored in shop

Very adequate	4%
Adequate	15%
Less than adequate	4%
Very inadequate	7%
Not applicable or not observed	70%

15. Adequately stocked first aid kit

Very adequate	0%
Adequate	7%
Less than adequate	67%
Very inadequate	15%
Not applicable or not observed	11%

16. Master locking system for all power tools

Very adequate	4%
Adequate	11%
Less than adequate	52%
Very inadequate	4%
Not applicable or observed	30%

17. Danger zones are marked

Very adequate	0%
Adequate	11%
Less than adequate	59%
Very inadequate	22%
Not applicalbe or observed	7%

II. Safety: Eighteen questions (plus some of those listed above) relate to general safety factors.

1. Provisions have been made for appropriate floor markings in laboratories and other facilities, identifying aisleways, work stations, potential hazards and traffic patterns.

Very adequate	0%
Adequate	22%
Less than adequate	52%
Very inadequate	19%
Not applicable or not observed	7%

2. Classrooms, laboratories, shops and other instructional space are adequate in size, location, arrangement and facilities to provide for safe, orderly, and effective instruction.

Very adequate	4%
Adequate	69%
Less than adequate	23%
Very inadequate	4%

3. Appropriate first aid supplies are available and readily accessable in the classroom or instructional area.

Very adequate	0%
Adequate	7%
Less than adequate	70%
Very inadequate	19%
Not applicable or not observed	4%

4. Appropriate fire extinguishing equipment is available and conveniently located.

Very adequate	0%
Adequate	11%
Less than adequate	70%
Very inadequate	19%

5. Adequate exhaust equipment is provided as needed in all instructional areas.

Very adequate	0%
Adequate	30%
Less than adequate	56%
Very inadequate	11%
Not applicable or not observed	4%

6. Specific areas and equipment are color-coded for safety purposes

Very adequate	0%
Adequate	7%
Less than adequate	56%
Very inadequate	30%
Not applicable or not observed	7%

7. Flooring materials utilized in each laboratory or shop are appropriate to the nature of the learning activities within the facility.

Very adequate	4%
Adequate	96%
Less than adequate	0%
Very inadequate	0%

8. Emergency showers for acid and other injuries are readily accessable where needed.

Very adequate	0%
Adequate	0%
Less than adequate	48%
Very inadequate	4%
Not applicable or not observed	48%

9. Spacing between equipment is sufficient for the safe handling of materials used in the training.

Very adequate	4%
Adequate	62%
Less than adequate	31%
Very inadequate	4%

10. Supplies and equipment are handled and stored in accordance with good safety practices.

Very adequate	0%
Adequate	52%
Less than adequate	33%
Very inadequate	11%
Not applicable or not observed	4%

11. Safety clothing and protective devices are provided, readily available, and used.

Very adequate	0%
Adequate	33%
Less than adequate	52%
Very inadequate	7%
Not applicable or not observed	7%

12. All power machines and manually operated equipment are provided with acceptable safety guards (mechanical/electrical); the guards are used by student and faculty operators at all times.

Very adequate	0%
Adequate	33%
Less than adequate	48%
Very inadequate	7%
Not applicable or not observed	11%

The following six questions appeared under the title "Student Apparel" on the questionnaire. They also are safety-related questions.

13. Safety glasses for all students

Very adequate	7%
Adequate	4%
Less than adequate	74%
Very inadequate	11%
Not applicable or not observed	4%

14. Face shields at power tools

Very adequate	0%
Adequate	19%
Less than adequate	59%
Very inadequate	14%
Not applicable or not observed	7%

15. Respirators for dusty conditions

Very adequate	0%
Adequate	8%
Less than adequate	59%
Very inadequate	23%
Not applicable or not observed	15%

16. Coveralls laundered regularly

Very adequate	4%
Adequate	24%
Less than adequate	32%
Very inadequate	4%
Not applicable or not observed	36%

17. Jewelry removed when operating machines

Very adequate	4%
Adequate	46%
Less than adequate	31%
Very inadequate	8%
Not applicable or not observed	11%

18. Leather gloves for hot and rough work

Very adequate	11%
Adequate	41%
Less than adequate	15%
Very inadequate	7%
Not applicalbe or not observed	26%

III. Classroom/office facilities: Three questions relate to this specific area.

1. An adequately located furnished and equipped office area is provided for instructors for planning, keeping records, and for consultation and administration.

Very adequate	11%
Adequate	41%
Less than adequate	37%
Very inadequate	11%

2. An area shielded from distractions and adequately soundproofed is provided for instruction in occupational theory.

Very adequate	7%
Adequate	37%
Less than adequate	37%
Very inadequate	19%

3. Classrooms, laboratories, shops, and other instructional space are adequate in size, location, arrangement, and facilities to provide for safe, orderly and effective instruction.

Very adequate	8%
Adequate	46%
Less than adequate	31%
Very inadequate	15%

IV. Space: Ten questions appear to directly relate to this area.

1. Instructional space and facilities are and for the foreseeable future will be adequate to enable the program to achieve its objectives.

Very adequate	8%
Adequate	60%
Less than adequate	24%
Very inadequate	8%

2. The location of instructional areas eliminates undue interference with or from other institutional activities.

Very adequate	7%
Adequate	59%
Less than adequate	22%
Very inadequate	11%

3. Ample space is provided for a free flow of traffic in classrooms, laboratories and shops.

Very adequate	7%
Adequate	59%
Less than adequate	30%
Very inadequate	4%

4. Program space has appropriate entrances and exits to each facility based on the size requirements of all equipment.

Very adequate	4%
Adequate	59%
Less than adequate	15%
Very inadequate	0%
Not applicable or not observed	22%

5. Program space has appropriate entrances and exits to each facility based on the nature of vehicles or other machines on which work is being performed.

Very adequate	4%
Adequate	56%
Less than adequate	14%
Very inadequate	0%
Not applicable or not observed	26%

6. Program space has appropriate entrances and exist to each facility based on the size of items to be fabricated within the work space.

Very adequate	4%
Adequate	33%
Less than adequate	7%
Very inadequate	4%
Not applicable or not observed	52%

7. All corridors and doors to classrooms are of sufficient width to allow easy movement of demonstration equipment in and out of room.

Very adequate	4%
Adequate	82%
Less than adequate	15%
Very inadequate	0%
Not applicable or not observed	0%

8. Seating and work stations in shops and classes are sufficient in number to meet the needs of the largest class. There is a satisfactory ratio of students to work stations.

Very adequate	4%
Adequate	62%
Less than adequate	19%
Very inadequate	12%
Not applicable or not observed	4%

9. Spacing between equipment is sufficient for the safe handling of materials used in the training.

Very adequate	4%
Adequate	62%
Less than adequate	31%
Very inadequate	4%
Not applicable or not observed	0%

10. Classrooms, laboratories, shops and other instructional space are adequate in size, location, arrangement, and facilities to provide for safe, orderly, and effective instruction.

Very adequate	4%
Adequate	69%
Less than adequate	23%
Very inadequate	4%

IV. Storage: Three questions apply to this area.

1. Space and facilities are provided for storage of scrap and salvage, student work in progress, instructional supplies, and movable tools and equipment.

Very adequate	0%
Adequate	70%
Less than adequate	30%
Very inadequate	0%

2. Suitable safe storage is provided for inflamables, chemicals, and gases.

Very adequate	0%
Adequate	30%
Less than adequate	48%
Very inadequate	11%
Not applicable or not observed	11%

3. When customer work is to be part of the instructional program, provisions are made for receiving, storing and delivering work with the least inconvenience to the instructor, and with provisions for maintaining records.

Very adequate	4%
Adequate	30%
Less than adequate	30%
Very inadequate	7%
Not applicable or not observed	30%

V. Utilities: Four questions fit under this area.

1. Adequate exhaust equipment is provided as needed in all instructional areas.

Very adequate	0%
Adequate	30%
Less than adequate	56%
Very inadequate	11%
Not applicable or not observed	4%

2. Acoustics, light, heat, air conditioning and ventilation are adequate throughout to protect health and provide good working conditions.

Very adequate	0%
Adequate	67%
Less than adequate	22%
Very inadequate	11%

3. Arrangement of machines and equipment is well planned for instructional purposes. It permits a planned and logical flow of work as suggested by an industrial work flow study.

Very adequate	4%
Adequate	59%
Less than adequate	37%
Very inadequate	0%

4. Adequate visual control and supervision of all instructional areas are possible.

Very adequate	7%
Adequate	82%
Less than adequate	4%
Very inadequate	7%

VII. Equipment: There are nine applicable questions for this area.

1. The shops or laboratories are adequately equipped for all phases of the occupation for which the training is being given.

Very adequate	7%
Adequate	30%
Less than adequate	52%
Very inadequate	11%

2. Shop tools; supplies, machinery and equipment are of the grade and type currently used in the occupation for which instruction is being given.

Very adequate	7%
Adequate	41%
Less than adequate	48%
Very inadequate	4%

3. Equipment that becomes obsolete is immediately disposed of and is not allowed to clutter up instructional space or storage space.

Very adequate	4%
Adequate	60%
Less than adequate	19%
Very inadequate	15%
Not applicable or not observed	4%

4. The type, variety and quantity of machines, tools and equipment are such that basic, as well as current manipulative skills needed for employment can be easily demonstrated and practical.

Very adequate	4%
Adequate	59%
Less than adequate	30%
Very inadequate	11%
Not applicable or not observed	0%

5. Tool storage and stockroom systems approximate those used in the occupation taught, and provide for systematic and orderly storage, dispensing, maintenance, replacement and inventory control.

Very adequate	4%
Adequate	52%
Less than adequate	44%
Very inadequate	0%

6. Adequate provision is made for securing emergency repairs, equipment and supplies.

Very adequate	0%
Adequate	19%
Less than adequate	52%
Very inadequate	26%
Not applicable or not observed	4%

7. Equipment is maintained in good condition so as to provide for optimal learning.

Very adequate	0%
Adequate	65%
Less than adequate	23%
Very inadequate	12%

8. All power machines and manually operated quipment are provided with acceptable safety guards (mechanical/electrical); the guards are used by student and faculty operations at all times.

Very adequate	0%
Adequate	33%
Less than adequate	48%
Very inadequate	7%
Not applicable or not observed	11%

VIII. Supplies: Six questions fit under this heading.

1. Supplies and equipment are adequate to achieve announced objectives of the program.

Very adequate	0%
Adequate	46%
Less than adequate	42%
Very inadequate	12%

2. Shop tools, supplies, machinery and equipment of the grade and type currently used in the occupation for which instruction is being given; if simulation is used, it is comparable with occupational requirements.

Very adequate	7%
Adequate	41%
Less than adequate	48%
Very inadequate	4%

3. Instructors are able to obtain supplies, materials, and repair services as needed to maintain continuity of instruction.

Very adequate	0%
Adequate	52%
Less than adequate	30%
Very inadequate	19%

4. Adequate provision is made for securing emergency repairs, equipment and supplies.

Very adequate	0%
Adequate	19%
Less than adequate	52%
Very inadequate	26%
Not applicable or not observed	4%

5. Supplies and equipment are handled and stored in accordance with good safety practices.

Very adequate	0%
Adequate	52%
Less than adequate	33%
Very inadequate	11%
Not applicable or not observed	4%

6. All supplies necessary for instruction are provided for students.

Very adequate	15%
Adequate	11%
Less than adequate	70%
Very inadequate	4%

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